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ABSTRACT

This compilation of 112 abstracts of materials--papers, studies, reports, reviews--is the first of two parts. This part contains abstracts in one category: social and educational developments (policy, analysis, research). Abstracts are arranged in clusters according to prime subject matter. Topics covered, listed at the front of the booklet, are as follows: aborigenes, apprenticeship, bibliography, disabled, education, employment/labor markets, evaluation, family, girls/women, migrants, programs, rural, schools/schooling, school students, school leavers, social change, social welfare, TAFE, technological change, unemployment, youth, and youth workers. Each citation provides some or all of the following: author(s); classification number; place, institution, and date; pagination; and abstract. (YLB)

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Vol. 3 No. 3
August 1984

Part 1

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The Australian National University
RESEARCH SCHOOL OF SOCIAL SCIENCES
Department of Sociology

Youth Studies Abstracts

A quarterly publication of the
NATIONAL CLEARINGHOUSE
FOR YOUTH STUDIES

SECTION — ABSTRACTS

84/AB: Social and Educational Developments — 95-206

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NATIONAL CLEARINGHOUSE FOR YOUTH STUDIES

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ABOUT THE ABSTRACTS

A number of developments in the last twelve months or so have had the effect of increasing the quantity of material reaching the Clearinghouse (see comments in this issue of the Youth Studies Bulletin). We have been concerned at the impact this increase has had on the length of time between receipt of material and publication of the Abstract, since we believe it to be highly desirable that information abstracted should be as up-to-date as possible. In an attempt to clear some of the backlog, we have considerably expanded this collection of Abstracts, at the same time varying the length of abstracts, in order to include the greatest number possible.

For reasons of printing and binding and for this issue only, we have been forced to split the Abstracts into two parts. Part 1 comprises Section AB; Part 2 includes Sections C and E as well as the Subject and Author indexes.

The Abstracts are arranged in the following categories:

Section 84/AB	Social and Educational Developments: Policy, Analysis, Research
Section 84/C	Programs: Proposals, Reports, Evaluations
Section 84/D	Program Materials (not in this issue)
Section 84/E	Periodicals

Within each category, the Abstracts are numbered sequentially continuing from the previous issue for 1984. Research in progress is distinguished with # alongside the number.

In Sections AB and C the Abstracts are arranged in clusters according to prime subject matter. This makes it possible for readers to compare differing views and approaches to particular topics. A list of the topics covered is given at the front of the booklet.

Subject and author indexes for 1984 continue in this issue. More detailed information about any of the topics or publications can be obtained from the Clearinghouse, but copies of the publications themselves must be sought from the authors, institutions or publishers. It is hoped that the citations give sufficient information to make this access to publications possible.

The material from which Abstracts are prepared is material which has come to us since completion of the Annotated Bibliography in August 1980. In some cases, it will be a development or report of a study already annotated in the Bibliography; in other cases it may be convenient to refer to similar studies already annotated. We do not wish to make continual citations of our own Bibliography, so we make one citation now and will in future refer to it as the Annotated Bibliography.

ANDERSON, D.S. and C. BLAKERS

Transition from School: an annotated bibliography of recent Australian studies. Canberra: ANU Press, 1980 [288p.]

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SECTION 8A/AB

SOCIAL AND EDUCATIONAL DEVELOPMENTS

8A/AB: 95 - 206

W.A. UNIVERSITY OF W.A. UNIVERSITY EXTENSION B4/AB: 95

The Nation is People. Theme Lectures of the 55th Annual Summer School. Perth, W.A.: University Extension, University of W.A., 1983 [131p.]

The ten papers in this collection present an overview of trends and issues in Australia which intimately concern and affect the lives of individuals and the development of the society. The following list of contents indicates the scope of the collection:

Portrait of the Aussie - The Tame Colonial Boy!
Professor Geoffrey Bolton
Head, Australian Studies Centre
University of London

The March of Generations: Consequences of Population Changes in Australia
Dr Donald Rowland
Research School of Social Sciences
Australian National University

Economic Policies and People
Dr Duncan Ironmonger
Director, Institute of Applied Economics and Social Research
Melbourne University

Human Resources and the Future for Work
Associate Professor Russell D. Lansbury
School of Economic and Financial Studies
Macquarie University

People at Work - Industrial Relations
Mr Peter Cook
Secretary, Trades and Labor Council
Western Australia

People at Risk - Goals for a Just Australia
The Rev. Canon Peter Hollingworth, OBE
Executive Director, Brotherhood of St Laurence
Melbourne

Meeting the Needs of Australian Society in the 1980s: Directions for Reform in Education
Dr P.D. Tannock
Chairman, Australian Schools Commission

Multiculturalism: Fact, Policy and Rhetoric
Professor Laksiri Jayasuriya
Department of Social Work and Social Administration
University of Western Australia

Life in Dalkeith
Mr Robert Drew
Author and Journalist

People of the Future
Senator the Hon. F.M. Chaney, Minister for Social Security

* * * * * *

. ROWLANDS, Don 84/AB: 96

Generational Shock Wave . Change in Australia No. 1. In Australian Society, Vol.2, No.9, October 1, 1983 [p.21-27]

. ROWLAND, Don

Beyond 2000. Change in Australia No. 2. In Australian Society, Vol.2, No.10, November 1, 1983 [p.17-23]

. McDONALD, Peter

Can the Family Survive? Change in Australia No. 3. In Australian Society, Vol.2, No.11, December 1, 1983 [p.3-8]

This series examines the important but often hidden and unnoticed changes taking place in the structure of Australian society. In the first article, Rowland comments that few people are aware of how far their own prospects in life are dependent on when they were born. In other words, population changes of the past affect the present and the present provides indications of the future.

Using the term 'generation' to mean a group of people born during the same decade, the article discusses the question of why there are differences between generations. It focuses first on the variations in fertility and immigration which have affected generation building since the 1930s and which, in turn, have affected social needs and provisions; for example, in schooling and the marketing of goods for children and teenagers. At the same time, medical science has been helping to prolong life, so that the duration of population changes is also being extended, bringing a corresponding concern with provision for the aged. These differences between generations bring challenges to planning and policy making at the national level; they also produce demographic disorder regionally and locally, since successive generations tend to make similar decisions about where to live. Among the results of such residential decision-making have been various kinds of urban/rural exchange and the urbanisation of warmer coastal areas by retired persons. But behind the decisions are economic factors distinguishing generations; for example, the affluent elderly from the needy young unemployed or the young families seeking modest housing. Thus, alterations in residential choices are as important in differentiating cohorts as are differences in their size and composition. Similarly, all kinds of attitudes, expectations, opportunities and experiences contribute to generational differences and these, in turn, are a source of irregular changes in the demand for goods and services as well as in processes such as urbanisation which shape Australian society.

In the second article, Rowland goes on to discuss the impact of generational differences, pointing out that, for individuals, membership of a generation affects life chances including employment opportunities and marriage prospects. There is an inbuilt momentum of population which makes continued population growth inevitable. The age profile is expected to become increasingly rectangular in shape as the numbers in the older ages increase and begin to match those in younger ages. This growth in older age groups means that between 1981 and 2001, the number of older people will grow by at least 50 per cent (100 per cent for those 75 years

and above). These increases, and those to follow between 2021 and 2031 from the post-war baby boom, together with improvements in life expectancy will put severe strains on the provision of age pensions and health care. These developments also raise the question of the demands placed on families by responsibilities for aged relatives, and particularly on many women who, in middle age, find that they have responsibilities to husbands, children, employers, community organisations and two sets of aged parents. Other effects are to be seen in the allocation of resources (for the aged or for education of the young); work and promotion opportunities; marriage and divorce. Differences between generations reaching particular life stages continually require alterations in plans and policies at national and local levels. A failure to recognise and respond to these shock waves brings inefficiency in government and business activity; an understanding of the processes goes far towards making visible the lasting consequences of population changes and provides a basis for deciding on the right responses.

McDonald, in the third article, considers whether the conventional family is disappearing - a question difficult to answer in Australia because of inadequate statistical information. The 1981 Census indicated that 85 per cent of Australians were living in families. Of these 60 per cent live in conventional, two-parent nuclear families; the other 25 per cent covering couples, one-parent families and other combinations. Thus the conventional family remains the most prominent family form, though other forms have been increasing in the last two decades or more. Families are formed, altered and dissolved through individual decisions about births, marriages, separations and divorces, departure from the parental home and co-residence of members of the extended family, while death has an involuntary impact on family type. The article goes on to examine changes in the factors that determine family structure, tracing attitudes to marriage through the post-war decades and noting the influence of social factors such as contraception; higher education levels for girls; increased participation by women in the workforce; the social issues of the 1960s (conscription, Vietnam, abortion); the demographic shifts of the 1970s leading to later marriage and high proportions remaining 'never married' and childless. Nevertheless, most young people still see marriage as a part of their lives, valuing a long-term relationship with one person and the emotional commitment this involves. But it has been stripped of many of its peripheral functions. It is no longer the point of initiation of sex, of leaving the parental home, of setting up a household. Marital and sex roles are changing; living together arrangements are providing a testing ground for the quality of emotional relationships. Marriage and family are losing their significance in the public sphere but taking on a far greater relevance in the private. However, because the emphasis is now on the intimate and personal dimensions, more marriages are breaking up and more people are finding their needs more appropriately met by not marrying or not having children.

See also ROWLAND, Donald. The March of Generations: Consequences of Population Changes in Australia. In The Nation is People. Theme Lectures of the 55th Annual Summer School 1983. Perth, W.A.: University Extension, University of W.A., 1983 [p.20-37]. (84/Ab: 95)

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RAYMOND, Judy and Peter WHITEFORD 84/AB: 97

Some Implications of the Interaction of the Personal Income Taxation and Social Security Systems. Information paper prepared for the Economic Planning Advisory Council Meeting of 12 March, 1984. Research Paper No. 22. Canberra: Policy Review Branch, Development Division, Department of Social Security, March 1984 [49p.]

The social security and personal income tax systems are two key areas of government activity aimed specifically at income redistribution. Major changes occurred in the early 1970s which affected the current distribution of incomes; for example, changes in the structure of the personal income tax system and the taxation treatment of social security pensions and benefits. These changes have increased the interaction between the social security and personal income tax systems, and this paper sets out to examine the net effect of the two systems to establish patterns and trends in disposable income.

The paper covers trends in disposable incomes; some complexities of the interaction of the two systems and effective marginal tax rates. Three substantial appendices provide further detailed information.

In terms of trends in real disposable incomes, the paper finds that virtually all groups have maintained or increased their levels since 1976-77, except pensioners and beneficiaries with children, sole parent pensioners, single adult unemployment beneficiaries and junior unemployment and sickness beneficiaries. For these, the declines were respectively 5 per cent, 10 per cent, 11 per cent and 36 per cent. Succeeding chapters discuss the intricate and complex relationships between social security and taxation which determine the distribution of disposable means. The paper concludes among other things that it is generally the social security system that is more efficient than the tax system in targeting assistance to low income groups.

* * * * * *

EDWARDS, Meredith* 84/AB: 98

The Income Unit in the Social Security System: Explanation and Evaluation. Paper prepared for 53rd ANZAAS Congress, 16-20 May in Perth, W.A. Canberra: Canberra College of Advanced Education, 1983 [23p.: mimeo]

The income unit for social security payments could in principle take a variety of forms: the individual, the married couple, the family (including dependent children) and the household. In practice, the family is commonly assumed to be the unit for such payments, though different types of payments may be based on different units. There are three different income unit issues about which decisions need to be made: the unit which forms the basis for eligibility; the unit on which to levy any income test; the unit for determining level of payment. Concentrating on the social security payment structure (and not welfare services), this

paper, in its first section, explains current income unit practices in the income security system; the second part assesses these practices on the criteria of equity, efficiency and simplicity.

From this analysis, the writer concludes that the social security system, by and large, has adapted to economic and social change but still retains remnants of the past when marriage was the normal relationship; when couples rarely co-habited otherwise; when fewer people shared accommodation; when wives worked full-time at home and when marriage was expected to last forever. Built into the social security system are assumptions about who is dependent on whom (for example, women on men). Such assumptions have lead to inequities: horizontal in the case of people who co-habit compared with a married couple; vertical in the case of people living alone compared with those sharing accommodation. The paper concludes that there is no economic case for continued reliance or increased emphasis on marital status in the social security system. More attention paid in the payment structure to costs of living of individual recipients - particularly housing costs - would result in a social security system more in tune with social change and more capable of meeting its own objectives.

* *Now Commonwealth Department of Education and Youth Affairs*

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BREWER, Graeme 84/AB: 99

The Impact of Work on Family Functioning. A review of the literature. Occasional Paper No. 3. Melbourne, Victoria: Institute of Family Studies (766 Elizabeth Street, Melbourne 3000), September 1983 [50p.]

The purpose of this paper is to discuss the connection between work and family functioning by critically reviewing relevant literature. The paper brings out the interaction between paid work and family functioning from the perspective of structures of the family. It covers key areas such as income and work; unemployment; causes and consequences of dual working; child care provision; hours of work; industrial health; leisure. As far as possible, the research discussed is Australian but the paucity of Australian information in many areas necessitates use of overseas, particularly American, studies whose application to Australia may not be entirely apt.

Overall, the paper indicates the importance of paid work in determining family roles and relationships: the allocation of income-earner and domestic roles; the effects of occupational and educational status on the life chances of children; the stresses of unemployment, and the effects of changing patterns of work (part-time, shift work, flexitime) particularly on women's roles. The paper represents an attempt to view the family as a social sub-system within a wider social system in which paid work has been (and largely remains) the pivot of social and individual well-being.

* * * * * *

MANNING, Ian 84/AB: 100

Measuring the Costs of Living of Australian Families. Social Welfare Research Centre (SWRC) Reports and Proceedings No. 43. Sydney, NSW: SWRC, University of NSW, April 1984 [70p.]

This paper sets out to provide a review of the attempts to derive equivalent scales from Australian data and to indicate some directions of future work. An equivalence scale gives an estimate of the relative income required, on average, for households with different characteristics to attain the same standard of living. The paper begins with a discussion of the deficiencies of the traditional budget approach to the construction of equivalence scales and then considers various other methods of providing such scales. The discussion indicates the need for continuing this kind of analysis to identify a constant standard of living in terms of the broad categories of specified commodities.

* * * * * *

CASS, Bettina and Mary Ann O'LOUGHLIN 84/Ab: 101

Social Policies for Single Parent Families in Australia: An Analysis and a Comparison with Sweden. SWRC Reports and Proceedings No. 40. Kensington, NSW: Social Welfare Research Centre, University of NSW, March, 1984 [86p.]

The economic situation of single parent families and the adequacy of social policies to meet their needs have attracted increasing interest for a variety of reasons, including the growing numbers of such families, their dependence on government income support and the effects of the recession in reducing employment opportunities. This report examines three major sources of income support for single parent families in Australia: social security payments and cash transfers for children; earned income from parent's labour force participation; maintenance payments from the non-custodial parent.

Comparisons are made between Australia and Sweden, covering incidence, major sources of income support and other social policies; the economic situation of single parent families in the two countries. The comparisons enable identification of a number of policy issues requiring further attention in Australia, including comprehensive housing policies; training and re-training programs to encourage labour force participation. While opportunities for labour force participation remain restricted, priority must be given to increasing the overall level of income support for single parents and their children through concentrating on transfers for children.

* * * * * *

DUGAN, Michael and Josef SZWARC 84/AB: 102

There Goes the Neighbourhood! Australia's Migrant Experience. Produced for the Australian Institute of Multicultural Affairs. Melbourne, Victoria: Macmillan, 1984 [200p.: $24.95]

This book was prepared to complement the six-part television documentary, The Migrant Experience, co-produced by the Institute and Film Australia. It traces the history of Australia through the perspectives of those diverse groups of people who have come here since the European invasion of the continent in 1788. The views and experiences of the immigrants are presented largely in their own words, culled from a variety of historical and contemporary sources and linked by a historical commentary. Evident throughout are the racial and cultural tensions inevitably faced by the different groups of newcomers and the gradual evolution of the concept of a diverse multicultural society. The book is of folio size and amply illustrated by reproductions of paintings, facsimiles of documents, drawings, photographs and cartoons.

* * * * * * *

AUSTRALIA. THE COUNCIL OF THE AUSTRALIAN INSTITUTE OF MULTICULTURAL AFFAIRS (AIMA) 84/AB: 103

Looking Forward. A Report on Consultations concerning the Recommendations of the Committee of Review of the Australian Institute of Multicultural Affairs. Melbourne, Victoria: Australian Institute of Multicultural Affairs, April 1984 [117p.: $4.00 (AGPS)]

This report comprises the reports by the Council of AIMA on community views ascertained through a series of consultations, and the recommendations of the Council to the Minister. The reports cover the establishment of a Commission to replace the Institute, and its role, relationships, functions, management and composition.

MARSH, Ian 84/AB: 104

AIMA Review Leaves Big Questions. In Australian Society, Vol. 3, No. 7, July 1984 [p.25-26]

This article comments briefly on the role and functions of the Australian Institute of Multicultural Affairs in the context of the recent review of AIMA. The writer comments that the setting up of this and the many other policy research organisations which now exist in Australia reflects first, the declining capacity of the traditional system of political representation (parliament and political parties) to impose its view of the public interest on powerful sectional interests; secondly, it reflects a loss of faith in the capacity of government departments to analyse or anticipate new policy problems. The Review of AIMA thus has important implications for similar organisations raising questions about independence/accountability, roles and functions.

The article comments that the Review of AIMA, in fact, side-stepped the crucial issue of the dual responsibility of the organisation to ethnic communities and to government. The difficulties of conflicting interests which such dual responsibility raises are explored and suggestions made about ways of achieving independence and responsibility as well as relevance in the research undertaken.

* * * * * *

JAKUBOWICZ, Andrew, Michael MORRISSEY and Joanne PALSER 84/AB: 105

Ethnicity, Class and Social Policy in Australia. SWRC Reports and Proceedings No. 46. Kensington, NSW: Social Welfare Research Centre, University of NSW, May 1984 [125p.]

The three aims of this report are to identify and describe the process by which current social policies towards ethnic minorities have been developed; to analyse the relationship between social policies affecting minority groups, and wider social and political processes in Australian society; to discuss the effect of programs and policies on the welfare of ethnic minorities.

* * * * * *

REES, Stuart and Anneke EMERSON 84/AB: 106

Disabled Children, Disabling Practices. A study of the relationship between parents, professionals and policies concerned with the family care of disabled children. SWRC Reports and Proceedings No. 37. Kensington, NSW: Social Welfare Research Centre, University of NSW, January 1984 [129p.]

For this monograph, interviews were conducted on three occasions over a twelve-month period with 51 families to examine their use of health and welfare services for their severely handicapped young children. The study also covered aspects of the financial and non-financial costs involved in the caring situation. The first chapter describes the research and its methods; the following eight chapters cover the issues, presenting the experiences of the families largely in their own words.

Not unexpectedly, the study highlights the stresses borne by the parents (particularly the mothers) of severely handicapped children. The physical and emotional strains are compounded by the heavy financial costs of caring for such children at home (triple the amount paid under the Handicapped Child's Allowance), and by the inadequacies and lack of co-ordination in health and welfare services. The attitudes of professionals in many cases leave much to be desired; many seem insensitive, unhelpful and isolated in their own professional worlds from the real situations which parents face. The report suggests a number of policy options to improve services and family support.

* * * * * *

AUSTRALIAN BUREAU OF STATISTICS (ABS) 84/AB: 107

Handicapped Persons Australia, 1981. ABS Cat. No.4343.0. Canberra: ABS, October 1982 [257p. + appendices]

This report, the first of its kind, presents a range of statistics on handicapped persons in Australia, derived mainly from a survey conducted during February-May 1981. It highlights the major results from the survey in both descriptive and analytical form and compares handicapped persons with the population generally. The introduction to the report describes the scope and coverage, the sample design and definitions and mentions some related publications. The eleven chapters cover a demographic profile of handicapped persons; disabling conditions; use of aids; services; employment; education; transport; accommodation; recreation; institutional care and income. Six appendices provide further information, including method of identifying impaired/disabled and handicapped persons and classification of disabling conditions.

* * * * * *

AUSTRALIA. DEPARTMENT OF SCIENCE AND TECHNOLOGY 84/AB: 108

National Technology Strategy. Discussion Draft. Canberra: Department of Science and Technology, April 1984 [28p.]

This draft document, developed as an outcome of the September 1983 National Technology Conference, has been circulated for public comment before being submitted to government for consideration. Five national priorities are identified at the beginning of the paper: raising Australia's skill base through increased participation in continuing education; bridging the gap between research and industry; moving the economy towards high value-added goods and services with high unit value and low volume by encouragement of key technologies, research and invention/design skills; creating stronger and more appropriate economic structures capable of identifying and meeting market needs; overcoming the problems of overspecialised regional economies such as coal, steel and heavy manufacturing. As a whole, the strategy aims to strengthen the science and technology infrastructure to produce better management of technological development; to help revitalise the Australian economy through new technology; to ensure that the benefits and costs of technology development are shared equitably among all Australians; to ensure effective co-operation among all organisations concerned in technological development.

The four parts of the paper cover Australia's technological capability; technology for economic development; social aspects of technological change; technology and inter-governmental relationships. Within each section elements are identified and discussed in terms of policy principles, objectives and actions (short and long term).

Australia's technological capability depends on a vital, flexible research and development capacity involving both government and industry; increased participation on a continuing basis in education and training which will develop individual capacities to learn and adapt; effective interaction between research and industry. The use of technology for economic development involves government encouragement of selective key industries as well as of private sector research and development. A fourth element is the adequate availability of venture capital.

Employment is a major element in managing the social aspects of technological change, involving as it does changing patterns of employment, maximising employment opportunities and raising levels of education and skill. Improving co-operation between management and employees is a further important element as is the recognition that governments can use public sector employment to provide models of management of technological change. As a basis for all this, there is need to raise the level of community awareness and understanding of technological change.

The final section of the paper discusses the roles and responsibilities of Commonwealth and State Governments, emphasising the need for co-operation and co-ordination and effective systems of gathering and disseminating information.

. See also House of Representatives Hansard, 8 May 1984 (p.2030-2036).

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SOUTH AUSTRALIAN COUNCIL ON TECHNOLOGICAL CHANGE 84/AB: 109
(Chairman: D.R. STRANKS)

. Annual Report 1982. Adelaide, S.A.: Ministry of Technology, July 1983 [19p.]

In its first Annual Report (A51), the Council on Technological Change emphasised the wide-ranging and increasing impact of technological change on S.A. society and stressed the importance of anticipating and adapting to such change. Its implications for employment are of particular concern, but here the threat comes not from technology itself but from the loss of markets due to technological obsolescence and an inability to create new products and processes which may capture new markets. This second report of the Council re-affirms that existing industrial structures will not maintain standards of living and employment for the country, particularly while large sections of manufacturing industry persist with out-dated technology, spend little on industrial research and development, pay insufficient attention to opening up new markets or developing new products, yet manage to survive because of high levels of tariff protection and government support. The issues involved in government and industrial management policies must be faced by governments, employers and employees.

The Council sees a need for a National Policy on technology within which complementary State policies could be developed, and goes on to recommend some first steps in developing such a policy for South Australia. These include indirect measures to build an infrastructure conducive to constructive technological change as well as direct measures supporting selected key technologies such as micro-electronics and software, bio-technology, industrial automation.

Three elements are seen as central to successful exploitation of new technologies: planning, education/training, community awareness. Of these, comprehensive planning is of paramount importance, and this must be based on early and continuing consultations with employees and others involved and affected. To this end, Guidelines for the introduction of new technology, developed by the Council in association with employer and employee interests in the public sector, have been accepted by government. Further discussions are needed to extend the Guidelines to the private sector. The urgency of adequate planning is demonstrated by some of the employment effects of technological change identified by the Council. Among these are: the use of 'natural attrition' to reduce the workforce which particularly disadvantages young people and women; 'jobless growth' (increased production without increased employment); the decline in demand for unskilled and semi-skilled workers; the associated loss of entry points to the workforce; the competitive disadvantage of small business.

Against this background, the report goes on to discuss means of providing education and training to produce a skilled and adaptable workforce, emphasising the various roles of formal education and of industry. Thirdly, the report sees as essential increased community awareness of the implications of technological change and outlines some methods of achieving this.

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S.A. MINISTRY OF TECHNOLOGY. OFFICE OF THE DIRECTOR (Peter ELLYARD) 84/AB: 110

A Technology Strategy for South Australia. Draft for Parliamentary debate 12 April, 1984. Adelaide, S.A.: Ministry of Technology, 1984(?) [34p.]

This draft document has been produced after considerable public comment and consultation and will be revised in the light of parliamentary debate and further public comment. It sets out to identify the structural problems which must be addressed if technological and other changes are to bring benefit rather than disadvantage to the community. The Strategy is based on two principles: that a technology is only desirable where it results in net economic, ecological and social benefits to South Australians; that the political, civil and human rights of individuals and of groups should not be adversely affected. This requires: a strong, dynamic and diverse economy; the wide and equitable distribution of wealth; protection of human rights; education throughout life; management of the environment. Each of these aspects is discussed in the document. The final section lists under each point the essential steps which should be taken if technological change is to be managed to the benefit of the community as a whole.

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BARBER, Harry 84/AB: 111

The Computer as Catalyst. In Australian Society, Vol. 3. No. 7, July 1984 [p.36-37]

This light-hearted article, subtitled Study this wisdom ere you embrace the gospels of the computer, identifies some of the things which computers cannot do, despite widespread expectations that they will. They are not a substitute for organisation, nor will they solve political and personality problems among staff. Their potential benefits will not come overnight and will depend on appropriateness for the job and adequate planning for use. A computer should not be bought simply because a computer is the thing to have, but, once bought and in use, it can influence organisational structure and make new goals achievable and old ones redundant.

The article goes on to list twelve questions to be answered before deciding to buy a computer, such as Who will have prime responsibility for it? Who fixes it? Are we prepared to put up with one year of hard work and problems and one year of adjustment before we see benefits? How will we know if it is doing the job? Computers are a catalyst for change. As such, there is nothing to fear from the machine itself. Neither is there any reason to get excited about them.

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SOUTH AUSTRALIAN COUNCIL ON TECHNOLOGICAL CHANGE 84/AB: 112
(Chairman: D.R. STRANKS)

- Biotechnology: An Introductory Summary. Technology Appraisal. Adelaide, S.A.: Ministry of Technology, July 1983 [31p.]

- Videotex: Information for Home or Office. Technology Appraisal. Adelaide, S.A.: (as above), July 1983 [40p.]

- Automation: Robots in Manufacturing Technology. Technology Appraisal. Adelaide, S.A. (as above), October 1983 [30p.]

- Electronic Funds Transfer. Technology Appraisal. Adelaide, S.A.: (as above), October 1983 [25p.]

These four reports by the South Australian Council on Technological Change are intended to increase community awareness of new technology and its impact on production and employment. Each report describes the particular technology, its applications, its impact on employment and the implications for education/training and for the development of government policies in the area. Each report also makes specific recommendations to government for further action.

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DISNEY, Christine 84/AB: 113

Towards the Electronic Office. An overview of the curricular implications of new technology for office and business education and training. An Occasional Paper. London, U.K.: Further Education Unit (Elizabeth House, York Road, London SE1.7PH), September 1983 [40p.]

This report was commissioned to provide an overview of the curricular implications of new office technology in England and Wales. The survey of industry and commerce indicates that new ranges of equipment and greater public awareness are creating new opportunities for staff who are prepared to maintain a flexible outlook and develop a range of business knowledge skills. Against this background, the report reviews current developments in training and the validation of training by professional bodies as well as the implications for schools and colleges. The final chapters summarise and specify recommendations.

Among the needs identified by the report are: a broader approach to the validation of business studies courses; a core curriculum capable of dealing with a systems approach to new and expanding technology, information processing, communication and numeracy; suitably trained staff in schools and colleges; support material and equipment for the teachers and students of office technology.

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AUSTRALIAN SCIENCE AND TECHNOLOGY COUNCIL (ASTEC) 84/AB: 114
TECHNOLOGICAL CHANGE COMMITTEE

Technology and Handicapped People. A report to the Prime Minister. Canberra: AGPS, March 1984 [93p.: $4.40]

This report, following an earlier one on employment (84/AB:3), examines the ways technology can affect handicapped people, both to their advantage and their disadvantage. It begins with a chapter of summary and recommendations, and goes on in Chapter 2 to review definitions of handicap and disability and the statistical information available, largely from the ABS national survey report of 1981 (84/AB:107), covering numbers, severity of handicaps, effects of age, disabling conditions, aids and appliances. The review indicates the disadvantage suffered by disabled people - young and old - handicapped by the cost of aids which they cannot afford. One of the most common of needed aids was found to be a hearing aid. The following Chapters 3-8 deal with technology and its effect on the lives of handicapped people; provision of services; rehabilitation engineering; the development of technology benefiting handicapped people; the production of aids in Australia; employment and sheltered workshops.

The main conclusion of the report is that disabled people in Australia are not at present receiving the full benefits which technology could bring them, largely owing to lack of income and of adequate information. This applies to simple, standard aids as much as it does to costly and complex new technology, and the report considers that greater benefit for cost would result in providing adequate simple aids to a large number of people rather than in seeking to provide a few people with costly technology.

The needs of handicapped people are those of any other persons in a wealthy society: personal independence and control of their lives; economic security and satisfying employment; access to adequate education and training; access to accommodation and transport of a reasonable standard. Technology can help disabled persons to overcome their handicaps, provided the specific needs are clearly defined. The range of available aids is wide: from appropriate cutlery through to standing frames, microfiche readers and wheelchairs to electronic communicators. Such aids, singly or in groupings, can be of benefit in daily living, education or employment. There is also, at present, an extensive range of resources available to handicapped persons from government and voluntary agencies, but there is considerable fragmentation of these services. This, together with inadequate information and the need for more secure financial arrangements to overcome cost of technological aids, presents a problem which needs to be addressed.

The report urges the need to apply engineering skills and other technology to the analysis and solution of problems experienced by handicapped persons and to encourage large scale programs of research and development directed to ascertained needs. It also expresses concern at the problems associated with the production of aids, locally or by importation, for what is a very small market demand.

The final chapter, discussing employment and sheltered workshops, notes that technology is making it increasingly possible to adapt jobs to people rather than people to jobs and there may be benefits to other employees from some modifications made for the disabled.

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KASPURA, Andre J. (ed.) 84/AB: 115

Labour Force Participation in Australia. The Proceedings of a Conference, 29 30 April 1982. Bureau of Labour Market Research Monograph Series No. 1. Canberra: AGPS, 1984 [178p.]

This is the report of a conference arranged by the Bureau of Labour Market Research (Department of Employment and Industrial Relations) to bring together a number of researchers in the area, mainly economists. The nine chapters cover discussion of issues, models and particular aspects of labour force participation, including factors which influence the participation of married females, teenagers, migrant females and older persons. The Conference highlighted the need for considerably more research if the issues involved are to be understood.

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BROOKS, Clive and Paul VOLKER 84/AB: 116

Labour Market Success and Failure: An Analysis of the Factors Leading to the Workforce Destinations of the Australian Population. Conference Paper No. 38. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, October 1983 [44p.]

This paper sets out to examine factors associated with labour market destinations by developing a model of family behaviour which relates decisions on the labour supply of various family members to the labour market status of other members. Sections 2 and 3 of the paper discuss the raw data, the model and the methods. Section 4 discusses the empirical results for adults 25-64 and Section 5 deals with teenagers.

The report finds that marital status, birthplace, period of residence in Australia and educational background are very important in determining the labour market status of adults. The level of partner's income and having young children are also important for adult females. For teenagers the most important influences on labour market status were found to be age, locality, family income and the level of education of parents of the same sex as themselves.

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McMAHON, P.J. 84/AB: 117

Australian Working Time Adjustments and Part-time Work. Conference Paper No. 33. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, July 1983 [32p.]

Against the background of major overseas interest in the extent to which the long-term downward trend in annual working hours and 'life hours' should or could be accelerated in order to balance labour supply and demand, this paper analyses the long-term trend in working-time reductions for Australia and raises the issues involved in stimulating further reductions. Working time, as discussed in the study, encompasses not only weekly working hours but also weeks worked in the year and the impact on lifetime working time of later market entry and earlier retirement. The focus, however, is on the trade-off between income and leisure expressed in reduction of weekly working hours.

Section 2 of the paper reviews the growth in part-time employment relative to full-time employment - a trend which has particularly affected women but is now beginning to have an impact even on prime age males. In Section 3, the long-term trends in working time reductions are surveyed, covering long-term trends in weekly working hours, in recreation leave and in labour market entry and retirement patterns. The analysis indicates that, until the recent campaigns for a 38-hour week, there has been virtually no change in standard working hours since the 1948 decision on a 40-hour week, though increased recreation leave has had an effect on average hours worked per week. In labour force participation, there appear to be two opposing trends: a fall in male participation rate because of further schooling and later labour market entry together with earlier retirement; a substantial rise in (married) women's participation.

Sections 4 and 5 discuss the trade-offs between income and leisure which may be implied by the trends and the possibilities for further reductions. Section 6 identifies specific issues where research is needed, and Section 7 indicates some possible areas of research to be undertaken by BLMR on part-time work.

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WYNDHAM, Diana 84/AB: 118

Fair Sharing? In Australian Society, Vol. 2, No. 9, October 1983 [p.10-11]

This article reviews some concepts of work-sharing, job-sharing and part-time work, indicates some inadequacies in available information on changing trends in and patterns of work, and discusses some of the issues involved.

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NSW. FUTURE LOBBY AND THE NSW ASSOCIATION FOR MENTAL HEALTH (Sponsors) 84/AB: 119

The Final Report of the Permanent Part-time Work Study. Paddington, NSW: Permanent Part-time Work Study (12 Olive St, Paddington 2021), February 1983 [26p.: $2.00]

This study arose from a concern for working mothers caught between the competing claims of family and the desire or need for a job outside the home, but has developed the conviction that permanent part-time work (PPTW) offers a solution for men and women of all age groups who, for a variety of reasons, prefer part-time to full-time work. In order to promote greater awareness of the possibilities of PPTW among employers, unions, employees and the public generally, this report draws together the results of a variety of research in the area, including case studies and other research undertaken in the course of this study for the Federal Government's Committee of Inquiry into Technological Change in 1980.

The report defines PPTW as regular work which provides the employee with the same advantages of tenure, conditions and career prospects as full-time work but allows him/her to work fewer than full-time hours weekly (normally 15-30 hours) and to be paid proportionately.

The report reviews the increasing trends towards part-time work in the community and points out that most of this is casual and lacking in job security and the other advantages normally associated with full-time employment. Much of the opposition to PPTW by unions and employers is based on the mistaken notion of PPTW as merely an extension of casual work. Yet PPTW on proper conditions could well meet the needs of employers and of individuals, particularly in view of the fact that technology is rapidly changing the nature of work and the shape of industry. Industries particularly suited to PPTW are those which are labour intensive, such as health, education, public service, office and management jobs, media, communications and the arts.

The report goes on to discuss the benefits and drawbacks of PPTW for employees and employers and its implications for industrial aspects such as penalty loadings. It outlines the attitudes of the ACTU and employer groups to the concept of PPTW. Finally it indicates some Guidelines for introduction of PPTW: careful job definition; flexibility in organisational structure; communication between those who use PPTW to share jobs; recognition of PPTW employees as members of the system; adjustment of administration such as wage payments and time sheets; explanation of PPTW for full-time staff; the recognition that some jobs are unsuitable for PPTW; the use of PPTW to ensure commitment to and accountability for particular tasks.

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PHILLIPS, Lorraine 84/AB: 120

Casual and Part-time Work. A Survey of the Provisions Contained in New South Wales Awards. Sydney, NSW: Women's Co-ordination Unit, NSW Premier's Department, October 1987 [51p.]

The introduction to this report indicates the most common features of casual work and of part-time work and provides a brief historical review of the introduction of casual and part-time provisions into industrial awards. It surveys the current provisions and conditions in each kind of employment and provides detailed information in 25 pages of tables.

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FORD, Bill, Millicent EASTHER and Ann BREWER 84/AB: 121

Japanese Employment and Employee Relations: An Annotated Bibliography. Prepared for the Working Environment Branch, Department of Employment and Industrial Relations. Canberra: AGPS, 1984 [180p.]

The main aim in the preparation of this bibliography has been to select material available in English which will contribute to a realistic understanding of Japanese employment and employee relations, particularly in key areas such as skills formation, technological change, quality of working life and employer participation. The 500 and more citations are drawn from books and monographs, journal articles, conference proceedings, government reports, company and union publications. Most of the material selected was published between 1970 and 1983.

The citations are entered under the broad subject headings of organisations (structures and their influence); employment arrangements; public employment policies; employment adjustment; skill formation; the human aspects of technological change; quality of working life; occupational health and safety; employee participation; labour market; unions; employment relations; Japanese employment arrangements in an international context. Entries are numbered in sequence throughout the bibliography and arranged alphabetically by author or title within each category. The annotations describe the contents and scope of the work listed. Author and subject indexes are provided at the end of the book.

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KRIEGLER, Roy and Judith SLOAN 84/AB: 122

Technological Change and Migrant Employment. Working Paper Series No. 62. Bedford Park, S.A.: National Institute of Labour Studies Inc, Flinders University of S.A., April 1984 [147p. + appendices]

This study, commissioned by the Technological Change Committee of the Australian Science and Technology Council, was required to provide information on the effects of technological change on migrants, looking at issues such as occupational concentration, language problems, special effects on particular groups. Three methods of research were used: analyses of existing data; case studies conducted June-August 1983; a survey using a mail questionnaire in August-September 1983. The first two chapters of the report, using the results of the data analysis, deal with the position of migrants in the workforce and the effects of technological change on their employment; they provide a context for the more detailed discussion which follows from the case studies of three firms/industries: Motor Vehicle (Mitsubishi); Whitegoods (Simpson) and Construction (Baulderstone). These are reported in Chapters 3-5. Chapter 6 covers the findings from the questionnaire survey of 3,000 firms. The concluding Chapter 7 draws the information together.

The report finds that migrants may be specially affected by technological change because of their concentration in industries which are now declining, such as Motor Vehicles, Whitegoods and Construction. However, the case studies of Simpson and, to a lesser extent, Mitsubishi illustrate management policies which minimise the disadvantage of technological change. Both companies have been able to introduce new technology without retrenching permanent workers, though this is due in part to the fact that they each hold a buffer stock of casual, temporary workers. Simpson also run English courses for their migrant workers, distribute information in several languages and involve employees fully at each stage in the implementation of technological change.

The survey indicated that Simpson and Mitsubishi were exceptional in their policies to help migrants overcome language problems. Language deficiencies among migrant workers do not appear to inhibit the introduction of technological change, but there is some evidence that firms surveyed felt that language difficulties made the process more difficult. Nearly half the firms also claimed that poor English makes the training and relocation of migrant workers more difficult, though the case studies mentioned above show that this need not be so. Finally, the effects of technological change are likely to vary considerably with sex and ethnic group since particular groups of migrants are concentrated in particular areas and industries. Technological change will have its greatest impact on entrants to the labour market (particularly the young and married females) and on older workers. Technological change may produce jobless growth (that is, expansion of production without expansion of labour) and the effects of this are most likely to be borne by the groups mentioned above.

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INGLIS, Paul A. and Thorsten STROMBACK 84/AB: 123

A Descriptive Analysis of Migrants' Labour Market Experience. Working Paper No. 38. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, February 1984 [56p.]

Using a one per cent sample from the 1981 Census of Population and Housing, this paper examines the experiences of migrants in the labour market compared with those of Australians, focusing particularly on participation rates, education/qualifications, earnings and the correspondence between qualifications and experience. The paper is primarily concerned to understand how the process of migration affects subsequent labour market experience. As background, the paper first discusses the importance to labour market success of the transferability of skills, the degree of transferability being seen to vary with country of origin and length of residence in Australia.

Section 3 of the paper outlines labour force participation rates for males and females, indicating that migrants' participation rates are low in the early years of residence, increasing with period of residence to equal or (in the case of married women) exceed those of Australians. Equally, unemployment rates (discussed in Section 4) are high or very high during the first two years and decline with period of residence. Even for males with substantial work experience, newly arrived migrants have an unemployment rate 4 percentage points higher than Australians do, and married women are particularly disadvantaged. Country of origin, lack of qualifications and inadequate English stand out as important factors associated with unemployment. Those whose English is poor have an unemployment rate of 12.1 per cent compared with 5.3 per cent for those with good English and 5.9 per cent for those who speak English only. Analysis of duration of unemployment indicates that the high unemployment rates are a result, not of high job turnover, but of the concentration of unemployment in a small group who find difficulty in getting a job.

Section 5 discusses education and qualifications, indicating that migrants as a group are better qualified than Australians, but there are large variations depending on country of origin. Recent migrants (1979/81) are better qualified than established migrants or Australians. To a large extent, earnings of Australians and migrants reflect schooling and qualifications, but for migrants experience (pre- and post-migration) as well as degree of transferability of skills are also important. These aspects are dealt with in Section 6. Section 7 discusses the matching of qualifications with occupation and Section 8 compares first generation Australians with second or more generation Australians.

The final Section 9 summarises the main points of the analysis. It draws attention to the importance of period of residence, transferability of skills, qualifications and English competence as important influences on migrants' labour market experience. The findings overall indicate that all migrants take some time to adapt, and this process is longer for those who come from countries dissimilar from Australia.

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VICTORIAN ETHNIC AFFAIRS COMMISSION. DIVISION OF RESEARCH AND POLICY — 84/AB: 124

Working Paper: (2) Occupational Health and Safety Initiatives for Migrant Workers. East Melbourne, Victoria: Division of Research and Policy, Victorian Ethnic Affairs Commission, August 1983 [9p. + Appendices]

This paper is a response to a discussion paper developed by the Ministry of Employment and Training outlining proposed policy on occupational health and safety. The paper describes how the needs of workers of non-English speaking backgrounds are central to the question of occupational health, given their concentration in those industries and factories where there is the greatest risk to individual health. It argues the need for appropriate health services and the involvement of the non-English speaking workforce in their development.

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VICTORIAN ETHNIC AFFAIRS COMMISSION. DIVISION OF RESEARCH AND POLICY — 84/AB: 125

Migrants and the Workforce: (2) Participation in Trade Unions. East Melbourne, Victoria: Division of Research and Policy, Victorian Ethnic Affairs Commission, August 1983 [9p.]

This paper examines variations in trade union membership among various groups in the labour force, indicating that migrant workers, particularly from non-English speaking countries, have a higher level of participation in trade unions than do Australian-born workers.

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POWELL, Ray 84/AB: 126#

Study of Labour Markets in Rural Australia

INSTITUTION Department of Agricultural Economics and Business Management, University of New England, NSW

FUNDING Bureau of Labour Market Research, Department of Employment and Industrial Relations

TIME 1983 - 1984 and on

PLACE National

This study is undertaken

- to review completed and ongoing research and data pertaining to the rural labour market
- to identify those characteristics and influences in the rural labour market which require further analysis
- to carry out research on the most significant issues identified above
- to publish a comprehensive report on the topic of the rural labour market based on material compiled above and the research undertaken.

The study will proceed in two phases. The first will involve an initial assessment of the conditions in various rural labour markets, the factors at work and the relative situation of different groups of rural people. It will provide a summary of economic activity in rural areas and of the main characteristics of the rural labour force; document the nature of unemployment in rural areas (level, age, sex composition, duration, etc.); study the levels and characteristics of internal migration; analyse trends and relationships between town and country (hierarchy of town sizes, balance, growth and decline); review the research carried out on rural and/or regional labour markets.

Phase 2 of the study will build on the findings of Phase 1 and undertake an active integrated research effort on identified specific issues.

A report of Phase 1 is expected during 1984.

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STILL, Leonie V., Jennifer M. JONES and Ross C. CAMERON 84/AB: 127

Women in Management: An Exploratory Study

INSTITUTION . School of Marketing, NSW Institute of Technology, Sydney, NSW (Still and Cameron)
. Department of Education, University of Wollongong, NSW (Jones)

FUNDING Bureau of Labour Market Research, Department of Employment and Industrial Relations (in part)

TIME 1983 - 1985

PLACE National

This research has three main objectives:

- to establish whether any attitudinal stereotypes currently prevail in Australia towards women in management
- to establish the incidence of women in management positions, their levels of management and distinguishing personal characteristics; e.g. age, education, etc.
- to establish strategies to help women to operate within the organisational structure to achieve positions of power and responsibility in decision-making.

A pilot study involving 372 respondents was undertaken in 1983 to test the attitudinal scales and design of the questionnaire which, in 1984, will be mailed to at least 1,000 respondents. An initial 390 questionnaires have already been completed. A questionnaire is also being sent to 1,000 major Australian organisations across a wide range of industries. The third component of the program - an 'oral history' interview program with women managers - is scheduled to start in June 1984.

DOCUMENTATION

Two papers were given at the 54th ANZAAS Conference in May in Canberra, and another will be given at the Management Educators Conference, Griffith University, Queensland, August 1984.

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PITMAN, David 84/AB: 128

The Determination of Junior Wages in Australia: Needs, Work Value and Employment. Conference Paper No. 26. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, August 1983 [41p.]

Four criteria have been evident in decisions on **junior** wage determination: work value; the needs principle; capacity to pay and the allocation principle. This paper examines the application of these criteria: whether the criteria have been used consistently and persistently or whether considerations of administrative convenience have lead to ad hoc determinations. Section 2 of the paper examines the application of the criteria in the light of particular wage determinations. It finds that the precise quantity and nature of junior needs have never been formally assessed either in absolute terms or relative to adult needs. Work value considerations, while frequently used for adult wages, have not (for a variety of reasons) been consistently applied to junior wage rates. The other two criteria have even less impact.

Section 3 covers what occurs in practice, indicating that junior wages are usually set, explicitly or implicitly, as a percentage of adult wages, which have been determined on one or more of the criteria mentioned. The relativity between junior and adult wages has seldom been reviewed. Section 4 examines the implications in the light of the compression of junior/adult wage relativities that occurred in the 1970s. Overall, the discussion indicates the need for more frequent review of junior/adult wage relativities.

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WITHERS, Glenn 84/AB: 129

Wage-Determination and Labour Market Adjustment: The Lessons of Alternative Wage-Fixing Systems. Discussion Paper No. 82. Canberra: Centre for Economic Policy Research, Australian National University, December 1983 [15p.]

This review of wage-determination and labour market adjustment under alternative wage-fixing systems indicates that the Australian arbitration-based system does not produce a more egalitarian wage structure than other systems.

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ASHTON, David and Malcolm MAGUIRE 84/AB: 130#

The Vanishing Youth Labour Market. Youthaid Occasional Papers No. 3. London, U.K.: Youthaid, 1983 [18p.]

This paper relates to a major research project on the changing structure of the youth labour market (84/AB: 133). The paper outlines two contrasting views on the causes of youth unemployment: that unemployment is a cyclical phenomenon which affects young people more than adults and which will be cured by pick-up in the economy; that unemployment is due to structural changes involving a substantial reduction in the demand for labour. Both views see the particular vulnerability of young people as being related to the responses of employers in reducing recruitment and unions in protecting the longer-term employed workers. Each view offers very different prescriptions for handling the problem. This paper argues that both views fail to understand fully some key issues in the question of youth unemployment; particularly in regard to competition between young people and adults for jobs and the degree of segregation by sex in the labour market.

The results of earlier research (B105,116; 84/AB:)indicated that competition between adults and young people takes place at two levels: **group** and **individual**. At the group level, employers decide whether to recruit from one group rather than another (for example, from blacks/whites, males/females, youth/adults) on the basis of what are seen as the shared characteristics of the group. An example is the preference for women in the knitwear trade on grounds partly of lower cost and partly of manual dexterity. These decisions at the group level determine who may participate at the individual level. Thus group level decisions affect entry points, creating three different points of entry: **sheltered**, providing jobs only for young people (apprenticeships, sales and clerical); **closed**, providing jobs only for adults (and applying to the majority of jobs); **exposed**, in which the two groups compete (probably a minority of jobs available at any one time).

There is also considerable research evidence of sex segregation in both adult and youth labour markets, so that young males and young females rarely compete with each other at the individual level.

The paper goes on to discuss a number of labour market processes which are reducing the range of jobs available to young people: the decline of manufacturing industry; the growth of the service sector; qualification inflation; the introduction of new technology. A survey of the main sources of employment for 16 year olds suggests that future employment prospects look bleaker for females than they do for males. The paper argues the need for a more comprehensive set of policies to tackle youth unemployment and outlines the implications for social welfare. Effective action needs to be taken on both the supply side and the demand side of the labour market: on the supply side, education provision and curriculum reform along with effective post-school training and other services; on the demand side, programs to change employer attitudes and to review legislation which inhibits employment of young people. Above all, there is need to recognise that, lacking a coherent set of policies, youth unemployment may become a permanent feature of the society.

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ASHTON, David and Malcolm MAGUIRE 84/AB: 131#

Young Adults in the Labour Market

INSTITUTION Young Adults in the Labour Market Project, University of Leicester, U.K.

FUNDING Department of Employment; Manpower Services Commission

TIME June 1982 - May 1984

PLACE United Kingdom

This is a progress report of a study described in Abstract B105. Its aims are to explore the educational, employment, unemployment and training experiences of the 18-24 year age group; to relate their experiences and aspirations to general shortages in their local labour markets, and to possible demands for labour in the future; to assess their attitudes to and willingness to undertake vocational training, and to relate this to the actual and possible provision of training courses and facilities locally.

Interviews have been carried out with a sample of 18-24 year olds in four different local labour markets, approximately 450 interviews in each. Those interviewed were in the 18-24 year age range, and were restricted to those who were not in full-time education, and who had entered the labour market with educational qualifications up to 'A' levels. Topics covered during the interviews were educational background, employment and unemployment history, including Youth Opportunity Program (YOP), career aspirations, knowledge of the local labour market, domestic circumstances, hobbies and interests, and the experience of and attitude towards, training.

Interviews were also carried out with a small sample of employers in the most significant industrial orders of each local labour market, to determine any skill shortage occupations, the selection criteria used in recruiting for these occupations, any jobs closed to young people, and their attitude towards employing young people. The report will document the pattern of segmentation imposed on the youth labour market by employers' recruitment practices and will explore how these affect the attitudes and labour market behaviour of young adults in their transition from the youth to adult markets. Special attention will be focused on the differences in young adults' attitudes to training.

DOCUMENTATION

Report in late 1984.

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RAFFE, David (and colleagues) 84/AB: 132

Scottish School Leavers Survey

INSTITUTION Centre for Educational Sociology, University of Edinburgh

FUNDING
- Scottish Education Department
- Social Science Resource Centre (U.K.)
- Manpower Services Commission (U.K.)

DATES Ongoing since early 1970s

PLACE Scotland

These are multi-purpose surveys used to provide an information resource for research on education, training and the labour market. Biennial cross-sectional samples of previous year's school leavers are surveyed about ten months after the young people leave school. Four surveys have been conducted in alternate years from 1977 onwards and these have covered school leavers of all attainment levels including the 'non-certificate'. Numbers range between 4,000 and 25,000. The frequency and design of surveys is currently under review and future surveys are likely to include a longitudinal component. The surveys, sent out by mail, achieve response rates of about 80 per cent. Questionnaires vary across random subjects of the sample and in relation to school examination level of the sample members.

Provisional data from the 1983 survey indicate recent trends in the transition from school to work. They show a decline in youth employment particularly over the last three or four years. Levels of youth unemployment officially recorded are an understatement of the problem since they do not take account of increased participation in continuing full-time education and in special programs such as the Youth Opportunities Program (YOP). The distribution of school leaver unemployment remains very uneven, the most successful school leavers (in terms of finding jobs) being those who leave after fourth year with good O-grades.

Data on occupations and industries (from 1977-81 surveys) indicate continuity in the distribution of employment across broad categories of skills. There is little evidence that youth unemployment is largely the result of young people's over-representation in declining industries or that young people are substantially affected by changes in the industrial or occupational composition of employment. The 1983 data show that youth unemployment is changing in character. Relatively few of the unemployed had had jobs since leaving school; there is little job-changing and the transition from school has been a prolonged and unstable experience, involving movements in and out of special programs rather than jobs. YOP trainees retain a relative advantage in finding jobs, but the proportion of YOP trainees finding jobs fell between 1981 and 1983.

DOCUMENTATION

- GRAY, J., A. McPHERSON and D. RAFFE, Reconstructions of Secondary Education. London: Routledge and Kegan Paul, 1983.
- RAFFE, D. (ed.) Fourteen to Eighteen: the changing pattern of schooling in Scotland. Aberdeen: Aberdeen University Press, 1984.
- see also Abstract 84/AB: 135.

ASHTON, David and Malcolm MAGUIRE 84/AB: 133

The Changing Structure of the Youth Labour Market

INSTITUTION Sociology Department, University of Leicester, U.K.

FUNDING Economic and Social Research Council

TIME June 1984 - May 1986

PLACE United Kingdom

The aims of this research are to examine long term changes which have affected the demand for youth labour and the factors which determine the type of labour (youth/adult, male/female) which employers recruit for different occupations.

The first part of the project will involve a statistical analysis of changes in the occupational structure with special reference to the employment of young people, and is particularly concerned to establish the extent to which the present demand for youth labour is a result of structural as opposed to cyclical changes. The sample for the second part of the project will consist of 40 large employers. The methods used will be in-depth interviews of those responsible for making policy decisions in the field of recruitment.

DOCUMENTATION

- Full report in June 1986
- See also 84/AB: 130, 131

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FISHER, N.W.F. 84/AB: 134

Recent Trends in Youth Employment and Prospects for the 1980s. Conference Paper No. 21. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, June 1983 [23p.]

This paper, presented to the Learning and Earning Conference in Queensland, provides a labour market context for considerations of the issues of education, employment and youth policies. Focusing on the 15-19 age group, the paper first outlines trends in youth employment: the decline in full-time employment, particularly for girls, and the rise in part-time employment, again particularly for girls. Several factors have been indicated by BLMR research as possibly influencing trends: that youth are less competitive than older workers; that they are disadvantaged by employer recruitment and retrenchment practices and by changes in industry structure; that they have become less competitive because of wage relativities. These factors have affected different groups differently, females and young people 15-17 years being worst affected.

The paper goes on to outline the distribution of youth employment in various industries, noting the concentrations in particular industries, the segregation of males and females and the decline in public sector employment. A further development has been the rapid increase in the range and scale of government employment programs for young people.

Section 3 reviews the prospects for youth in the labour market in the 1980s in terms of population, labour force and employment. It draws on overseas experience and identifies a number of information inadequacies which make projection difficult. The paper, however, concludes that while the Australian youth labour force might grow somewhat more than is currently expected, employment prospects might be better than at present, particularly if public sector job opportunities increase.

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RAFFE, David 84/AB: 135

Change and Continuity in the Youth Labour Market: A Critical Review of Structural Explanations of Youth Unemployment. Paper presented to the British Sociological Association Conference on Work, Employment and Unemployment, Bradford, April 1984. Edinburgh, Scotland: Centre for Educational Sociology, University of Edinburgh, April 1984 [22p.: mimeo]

Since 1970, youth unemployment has risen substantially more than adult unemployment. This has lead some commentators to argue that there are structural factors over and above the recession which have exacerbated levels of youth unemployment and that youth unemployment would remain high even if adult unemployment were to decline. This structural explanation of youth unemployment alleges that jobs have increasingly demanded workers with skills and other attributes which young people tend to lack; it is in opposition to the view that the present level of youth unemployment is wholly or largely recession-induced. This paper examines the evidence for the structural explanation of youth unemployment arguing that it is weak, inconclusive and frequently based on a misinterpretation of the effects of the recession.

The recession-induced explanation argues that youth unemployment always has risen faster than adult unemployment in a recession for a variety of reasons: more of them are looking for jobs; employers can be selective and choose the experience and skills they want; young people tend to work in less skilled jobs which are most vulnerable to cyclical fluctuations; they suffer from last-in-first-out redundancy policies. The process is, however, reversible, and youth employment tends to rise more rapidly than adult employment when the economy picks up. A number of time-series studies support the view that youth and adult unemployment share the same set of causes.

The paper goes on to review the structural arguments in some detail, discussing them in three categories of industrial, occupational and cyclical shifts. The **industrial shifts** argument is that young people's employment has been concentrated in industries whose total employment

demands are declining faster than average. The argument from **occupational shifts** alleges that young people are concentrated in declining or disappearing occupations, and that the balance of demand for labour has increasingly swung away from young workers towards adults. The concept of **cyclical shifts**, conducted in the context of the de-skilling debate, recognises that many processes that appear to be structural in character are in fact recession-induced. The arguments under these three headings are critically examined and four main weaknesses identified: inadequate evidence on trends; confusion of recession-induced and structural effects; problems of generalisation; lack of historical specificity. Overall, the evidence is inadequate to allow any estimate of the scale of structural effect, though the paper regards these as likely to be small. In such changes as seem to be taking place there are developments which favour young people as well as disadvantaging them.

There are three implications of this discussion for policy and research. First, in the long run there should be no need for large-scale adolescent minding schemes such as the Youth Training Scheme (YTS). Secondly, youth unemployment will only decline when general unemployment declines; research needs then to examine trends in youth employment and unemployment in the context of trends in the general labour market. Third, in the long-term the most significant developments may concern the quality rather than the quantity of youth employment. There is a tendency to treat employment as an undifferentiated goal and to focus on the distinction between it and unemployment. If in the long term there need be no quantitative problem of youth employment, both researchers and policy-makers may be more willing to examine its qualitative aspects.

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KALISCH, David and Alan STRETTON 84/AB: 136

Teenage Employment in the Public Sector: Where Have All the Jobs Gone? Working Paper No. 44. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, May 1984 [46p.]

Earlier BLMR research has indicated that the loss of jobs for young people in the public sector during the 1970s has been high, despite an overall growth of 28 per cent in public sector employment between 1971 and 1983. The aim of this paper is to ascertain the extent to which teenagers share in public sector employment has fallen, and the reasons for the decline. Analysis of census data indicates that if the age structure of public sector employment in 1981 had been the same as it was in 1971, there would have been an additional 50,000 teenagers employed in this sector; that is, about half the number of teenagers actually employed in the public sector and almost 55 per cent of the number unemployed in 1981. The employment loss in the two periods 1971-76 and 1976-81 was similar in scale. The loss over the whole decade was seen in all States and the ACT (but not the Northern Territory). Loss of jobs in State public sectors accounted for about 80 per cent of total job loss compared with 20 per cent in the Commonwealth sector. Female teenagers fared particularly badly, losing 15,600 places between 1976 and 1981 compared with 8,700 for males.

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Sections 3 and 4 of the paper examine possible reasons for the decline. The examination in Section 3 of structural change in the public service (resulting from changes in level and type of activity) shows that teenage employment losses in 1976-81 were generally in areas of high employment growth. This indicates that teenage job losses were not primarily the result of structural change,nor were they due to employment cuts. Rather, teenagers have been less competitive than other demographic groups. This hypothesis is tested in a case study of the Australian Public Service (APS) described and discussed in Section 4.

Analysis in Section 4 shows a fall in the number of appointees aged 15-20 and a decline in this group's share of appointments from 64 per cent to 34 per cent between 1966 and 1982. The upgrading of the occupational structure of APS employment and teenagers' falling share of appointments within designations are discussed as possible reasons for the decline in job opportunities. The first of these is estimated to have had little effect. It is in the designations that teenage job loss has fallen markedly: in the Fourth Division from a 30 per cent share of employment in 1966 to 11 per cent in 1982; in the Third Division, from 15 per cent to 3 per cent, the losses occurring particularly in the usual entry positions of Clerk Class 1 (53 per cent to 13 per cent), of Clerical Assistant Grade 1 (from 66 per cent to 35 per cent) and of typists (from 62 per cent to 17 per cent).

Section 4 goes on to examine reasons why teenagers suffered such job losses, discussing changes in the type of work done; an excess supply of applicants; staff ceilings and reduced demand; higher quality applicants; the removal of employment barriers in the APS (marriage and age). As far as can be estimated on available data, factors such as technological change and staff ceilings have not been of major importance. The discussion indicates that, with increases in numbers and quality of applicants, teenagers have been passed over in favour of older, better qualified and experienced applicants, particularly adult females. Insofar as teenage employment loss has been associated with the entry of adult females into the workforce, a major issue is how much further workforce particiption of adult females is likely to grow (given that the rates are still below those of the U.S.) and whether teenage opportunities in the public sector will continue to decline.

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SWEET, R. 84/AB: 137

An Analysis of the Australian Labour Market for Typists, Stenographers and Secretaries. Research Report. Sydney, NSW: Counselling Research Unit, Department of Technical and Further Education, November 1983 [78p.]

This paper first discusses the difficulties inherent in clearly defining an occupation and identifying the numbers who work in it. The three main chapters provide first an overview of the occupation (sex, age, marital status, distribution by State and by industry); demand (trends and international comparisons); supply (unemployment, measurement, over-supply, responses to over-supply). The conclusion notes some of the gaps in available information and reviews some of the findings.

The analysis indicates that, contrary to popular belief, there has been no dramatic decline in total demand for typists between the mid-1970s and early 1980s, but there has been important re-structuring in the occupation in terms of age, industry, State and hours of work. Demand for junior typists has been declining consistently since the mid-1960s and typists generally have been in less demand than other clerical workers. This is not reflected in the supply. Even on conservative estimates, typing would appear to be the most over-supplied major occupation in Australia, resulting in high unemployment among those with typing qualifications but not in reduction in training. Even so, because of a high wastage rate among women in their mid-twenties to mid-thirties, recently trained typists do get jobs and have a surprisingly low unemployment rate.

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AUSTRALIA. DEPARTMENT OF LABOUR ADVISORY COMMITTEE WORKING PARTY (DOLAC) 84/Ab: 138

The Supply of and Demand for Skilled Labour: A Framework. Canberra: AGPS, 1983 [67p.]

This Working Party was established in November 1982 to develop a methodology for assessing the labour market for skilled trades. The framework developed and reported on here involves identifying the key factors influencing the supply of and demand for skilled labour, describing their effect on some specific trade occupations and discussing the issues of major importance in assessing overall supply and demand. The discussion covers the trades of Carpentry and Joinery, Bricklaying and Plumbing and a number of recommendations are made. The analysis indicates a decline in the rate of supply of new tradesmen about 1986-87 and the report expresses concern at the decline in apprentice intakes in recent years.

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FISHER, N.W.F. 84/AB: 139

What Do We Know About the Labour Market for Graduates? Conference Paper No. 22. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, November 1983 [20p.]

This paper outlines the key features of recent developments (1970s-1982) in the labour market for graduates and discusses the factors underlying the developments and the implications for career advisers and tertiary education planners. Using mainly the information provided by the annual survey for the Graduate Career Council of Australia, the paper covers first some key features of the graduate labour market: experience in obtaining employment; types of employment; employment incomes. The review shows that the proportion of new graduates still seeking full-time employment 4-5 months after graduation has risen to 14 per cent for university graduates and 18 per cent for college graduates. The rate, however, varies for different disciplines; for example, 22 per cent for humanities; 30 per cent for biological sciences. There is, in addition, a greater diversity in the work taken up by new graduates, reflecting difficulties of obtaining work in a chosen discipline, an increasing proportion of graduates employed in the private sector and the impact of technological change. There has also been a considerable decline in the income of graduates relative to average male wage: from 174 per cent in 1968/69 to 126 per cent in 1981/82.

The paper goes on to discuss some of the factors involved such as the increasing supply of graduates; a stable or only slowly growing demand; a possible change in the quality of graduates. Finally, a review of future prospects for graduates indicates a degree of stability in both supply and demand, though developments in technology may well alter such forecasts. In conclusion, the paper emphasises the need for research which will lead to greater understanding of the graduate labour market.

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FISHER, W.L. 84/Ab:140

Occupational Choice in a Constrained Labour Market: The Australian Case of Highly Skilled Labour. Conference Paper No. 27. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, August 1983 [31p.]

This paper sets out to establish and estimate a theoretically sound model which incorporates the constraints found in the Australian markets and may be useful in reducing mismatch in the supply of and demand for graduate labour.

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W.A. UNIVERSITY OF WESTERN AUSTRALIA. APPOINTMENTS ADVISORY SERVICE 84/AB: 141

Graduate Destinations 1983. A report on the survey of graduates and diplomates who achieved their qualifications at the end of 1982. Perth, W.A.: University of W.A., November 1983 [76p.]

This report of information gained in surveys during 1983 is in three parts: the Introduction which sums up information presented in table form in Part 2, and Part 3 which provides information on destinations of graduates by faculty and department. The introductory comments note that under 50 per cent of the respondents were in full-time employment on 30 April this year compared with the average of 55 per cent at the same month over the five-year period 1978-82. A correspondingly higher percentage (12.7 per cent) were seeking full-time employment compared with the average of 8.8 per cent for the same five years. However, the proportion (30.2 per cent) proceeding to further full-time study is only slightly greater than the average of 29.8 per cent for the same period. On a faculty basis those from Economics and Commerce, Law and Medicine show a much higher success rate than their counterparts from other faculties. With the exception of Economics, very few graduates from these areas take on further full-time studies, choosing it seems, to capitalise on the relatively favourable employment opportunities that prevail. A much greater proportion of men than women were in full-time employment, while the reverse applies in the case of those graduates who proceeded to further full-time study.

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AUSTRALIAN INSTITUTE OF MULTICULTURAL AFFAIRS (AIMA) 84/AB: 142

Migrant and Refugee Youth in the Australian Labour Force. An Annotated Bibliography. Melbourne, Victoria: AIMA, April 1984 [52p.]

This bibliography, prepared as part of the Institute's current Review of Manpower Programs and Services Affecting Migrant and Refugee Youth, concentrates on Australian research and publications dated between 1977 and 1983. The annotations are arranged in alphabetical order in each of the four sections: government reports and publications; employment and the young migrant; preparation for employment; some related bibliographies. The annotations are clear and brief and cover a wide range of publications together with some unpublished material.

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LARCOMBE, Graham and Ed BLAKELY 84/AB: 143

Employment in the Illawarra. Prospects for employment generation. Report to the NSW Advisory Committee on Employment, December 1982. Sydney, NSW: Department of Environment and Planning, 1983 [94p.]

This report focuses on employment in the Illawarra regional economy and addresses in some detail a range of new initiatives which could lessen job losses in the region, while establishing a dynamic framework for future employment generation. The study is in three parts. Part 1 outlines the existing industrial and employment structure in the Illawarra where growth and employment in the coal industry are declining, and examines some of the barriers to economic development. Part 2 reviews some of the traditional and recent overseas and local approaches to economic development and sets out a framework for employment planning that may be appropriate for the Illawarra. Part 3 of the report outlines potential employment growth areas, and examines policy options for the Illawarra. The concluding section of the report suggests ways that economic development and employment strategies in the Illawarra can be financed.

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VICTORIA. NORTH WESTERN SUBURBS REGIONAL CONSULTATIVE COUNCIL 84/AB: 144

Transiting Where? A report on youth issues and needs in the North Western Suburbs of Melbourne. Melbourne, Victoria: North Western Suburbs Regional Consultative Council, November 1982 [A collection of bound papers]

This report was produced by a steering committee as a result of consultations with young people in the three main areas of the region: Bulla/Gisborne Shires, Broadmeadows and Brunswick/Coburg. The report begins with a brief overview of the age structure and ethnic composition of the population, industrial structure and unemployment. The overview of the region indicates unemployment higher than Melbourne and Victorian averages, scarcer job vacancies and longer periods of unemployment.

The three main sections of the report cover Brunswick/Coburg (It Isn't Happening in Brunswick and Coburg - Again [see B32]); Broadmeadows (Broadmeadows Youth Speak Out); Bulla (Bulla Youth Needs Project) and Gisborne (A Youth Transition Consultation in the Shire of Gisborne). The report concludes with a number of recommendations for action.

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DAVIS, Denis J. 84/AB: 145

Youth, Jobs and Education Programs in Western Sydney. A regional study of the nature and operation of education and skill development programs to further the transition of youth into stable employment, Vol. 1-3. Sydney, NSW: Centre for Research in Education and Work, School of Education, Macquarie University, February 1983 [mimeo: Vol.1 (Findings and Recommendations), 23p.; Vol.2 (Main Report), 159p.; Vol.3 (Appendices), 184p.]

The Main Report, Volume 2, is in three Sections. Section A outlines the background to and scope of the study; discusses the theoretical concept of transition of young people to work; gives an overview of Western Sydney's labour market and describes the study and its methodology. Data have been collected by, first, a literature search and then a four-part field survey: a general population survey of young people who might use programs; a program user survey (424 users of Pre-Apprenticeship, Work Skills and EPUY programs); a general employer survey (involving interviews with 50 employers on their use of and demand for 15-19 and 20-24 year old workers); a program user employer survey (interviewing 50 employers of Pre-Apprenticeship program users and 50 employers of Work Skills program users).

Section B focuses on the process of job allocation, covering a statistical overview of the young survey participants (employment, age, sex); the work ethic and the impact of unemployment; the influence of family and school; early school leavers, and the pre-determination of employment for males and females. The third Section of the paper tackles the specific questions and issues of awareness and use of education/training programs and evaluates the nature and effectiveness of three programs in particular: the Educational Program for Unemployed Youth (EPUY), Work Skills Program and Pre-Apprenticeship Program. The report thus has a good deal of general interest to say about the attitudes and experiences of young people in the area and about the factors which advantage or disadvantage them. It also provides some insights into employers' views, attitudes and practices.

The large numbers of young people wanting work in Western Sydney and the smaller number of vacancies indicate that the **basic** cause of unemployment lies outside the control of the individual, except in so far as education and training can make him/her more competitive. In this study, as in others, the influence of family and of school was important for employment prospects. For example, the data indicated that those who attended Catholic schools had a higher association with employment, and this applied across a broad social range. There were indications that part-time jobs were for some young people acting as an entry point to the workforce. For the high percentage of early and very early school leavers in the region, job market prospects are not only bad but in an irreversible decline, and this decline is quite apart from a shortage of jobs due to economic recession.

Overall, the study concludes that the job market in Western Sydney is very discriminating and, in the case of women's employment, inflexible. Once people enter the job market, the tracks are set and much of what happens to them has already been pre-determined. On the basis of this data, one would predict that post-school intervention programs would have little influence in altering employment outcomes, especially for females. This assessment also provides the basis for the evaluation of programs in Section C.

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VICTORIA. MINISTRY OF EMPLOYMENT AND TRAINING 84/AB: 146

The La Trobe Valley Employment and Training Study. Six Reports. Melbourne, Victoria: Ministry of Employment and Training, 1983

The La Trobe Valley Employment and Training Study was undertaken to produce recommendations for Government on issues such as the adequacy of existing education, training and retraining systems in the La Trobe Valley; options for the introduction of alternative working arrangements and identification of barriers to workforce entry by disadvantaged groups in the labour force.

The study was also to identify the skills, size and composition of the workforce required to enable industry in the Valley to move towards its growth potential.

Six reports have been published in the series:

. BIRRELL, R. and John STANLEY
Major Employment and Training Issues in the La Trobe Valley: Findings from Initial Community Consultations. Report No. 1.

. LANGLEY, Paul C.
Characteristics of the La Trobe Valley Economy: An analysis of census data on the Labour Market, 1971-1981. Report No. 2.

. LANGLEY, Paul C.
Current Labour Market Experience in the La Trobe Valley: key findings from the Labour Market and Skills Survey. Report No. 3.

. CARTER, Robert A.
Industry Structure and the demand for labour in a resource based region: the results of the La Trobe Valley Industry Survey. Report No. 4.

. CARTER, Robert, John STANLEY, Paul LANGLEY, Robert BIRRELL and Ross LUSCOMBE
A Labour Market and Economic Development Strategy for the La Trobe Valley: Conclusions and Recommendations. Report No. 5.

. CARTER, Robert A. and Anthony MILANESE
The Economic Structure of the La Trobe Valley: Applications of a Survey Based Input-Output Table. Report No. 6.

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W.A. STATE EMPLOYMENT TASK FORCE 84/AB: 147

An Analysis of Youth Employment and Unemployment in Western Australia. Employment and Training Policy Options for the State Government. Perth, W.A.: State Employment Task Force (Superannuation Building, 32 St George's Terrace), November 1983 [90p.]

This is the first major report of the Task Force which was established in 1983 to report on the W.A. labour market, review and evaluate existing administrative machinery in the area of employment and training and provide policy options to government in these areas. This report is concerned with the youth (15-24 years) labour market, which has been particularly affected by high unemployment.

Section 2 briefly discusses the functions of a labour market, outlines economic development in W.A. and identifies the special features which distinguish W.A. from other labour markets. Its economic base is dominated by agriculture and mining, though services account for 65 per cent of total employment.

Section 3, discussing the trends in the W.A. labour market, notes the inadequacy of data due to the lack of a readily available centrally co-ordinated data base. It analyses ABS Labour Force data, covering demand, supply, participation and employment, concluding that total employment growth and relative demand for youth in the labour market in W.A. between 1970-83 have been much lower than for adults. Young people generally are becoming more dependent on part-time jobs for employment. Youth unemployment rates are now about two and a half times the adult rates, as a result of low employment growth reinforced by relatively rapid labour supply growth.

A more detailed discussion of trends and causes in youth employment and unemployment is provided in Section 4, examining how far causes identified at the national level apply in W.A. The chapter discusses supply related causes of youth unemployment such as school and labour force participation, job turnover, duration of unemployment; and demand related causes including technology, changing industry structure, the recession. It ranks causes in order of importance for W.A.: the recession; high job turnover rates; structural adjustment in the economy; long-duration unemployment; competitive disadvantage of youth; changed participation in the labour force.

Section 5 discusses the role of government in the labour market, indicating the implications of financial constraints for policies, and summarising briefly current Commonwealth and State Government policies. It points out the comparative lack of State initiatives for young people. Chapter 6 follows this with a range of government policy options related to youth labour supply (encouraging further education and training); labour demand and employment stimulation (including wage subsidies, payroll tax rebate, self-employment ventures); co-ordination of youth training and education schemes, both State and Commonwealth; training, high technology and skills development. Each scheme is costed, and the chapter concludes with specific recommendations for schemes directed to both supply and demand, which, for about $345,000, could be immediately implemented. The report also urges the need for further information and research in areas identified throughout the discussion.

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ENCEL, Diana and Pauline GARDE 84/AB: 148

Unemployment in Australia: An Annotated Bibliography, 1978-83. SWRC Reports and Proceedings No. 36. Kensington, NSW: Social Welfare Research Centre, University of NSW, January 1984 [152p.]

This bibliography on unemployment has been compiled from references used in the work of the SWRC. The 237 entries cover published or easily accessible material in a variety of academic disciplines, including economics, psychology, sociology, law, social work, geography and engineering. The annotations are designed to provide a useful indication of the nature and scope of the work. Each entry is also designated by key words which identify main content and approach; for example, survey, education/train(ing), causes, effects, policies, bibliographies. A list of these key-words with the annotation numbers appropriate to each is provided at the beginning of the bibliography; an alphabetical author index is included at the end.

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McMAHON, Pat and Chris ROBINSON 84/AB: 149

Concepts, Definitions and Measures of Unemployment and the Labour Force: Are They Appropriate for Economic Policy Analysis in the 1980s? Working Paper No. 41. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, April 1984 [49p.]

One of the main purposes of labour force measurement is to provide policy analysts with clear information on the number of people willing and able to supply their labour to the market at the going wage rates. Unemployment indicates the excess of labour supply over demand. This paper argues that developments in the labour market over the last decade have made inappropriate a single unambiguous (at least in definition) measure of labour supply and unemployment. Section 2 of the paper discusses current official concepts and definitions such as employed, self-employed, unemployed, not in the labour force. The historical development of these concepts is outlined in Section 3.

Section 4 examines whether traditional measures remain appropriate in view of more complex patterns of labour force participation, in particular part-time work and the withdrawal of discouraged workers from the workforce so that they are no longer counted as participating; that is, hidden unemployment. The Section goes on to discuss evidence for hidden unemployment, concluding that the officially recorded unemployment rates considerably understate the true aggregate unemployment and therefore also the labour force. It points out that labour supply cannot be measured simply by numbers of people; it consists of hours, days, years of effort or intensity of work, skills and other quality dimensions.

Section 5 looks at some possible alternative concepts and measures of unemployment and the labour force, arguing for a range of alternative measures in addition to those now used which provide historical consistency of data. It outlines some alternative measures used by the Bureau of Labour Statistics in the U.S. and details some of the weaknesses in the ABS approach to estimating 'discouraged workers'. The paper goes on to discuss some alternative measures of unemployment and labour force participation which would provide a more accurate picture in terms of length of unemployment, hours worked, reasons for leaving the workforce, sex differences and the female labour supply. A range of measures designed to reflect various areas of interest would enhance the capacity of analysts to understand and assess labour market performance.

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McMAHON, P.J. and B. WHITTINGTON 84/AB: 150

Hidden Unemployment and Male Labour Force Participation in the Full and Part-time Labour Markets. Working Paper No. 29. Presented to the Twelfth Conference of Economists, Hobart, 28 August-1 September, 1983. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, August 1983 [36p.]

The aim of this paper is to investigate whether estimates of full and part-time labour force participation by males correspond with potential participation which may be influenced by a range of variables. The basic empirical model used assumed that each individual purchased two goods: a composite consumption good and leisure. The choices between these commodities are traded in the search for an optimal position, the constraint being a budget line which defines total money income plus leisure. This model was modified to specify a non-continuous budget constraint; to recognise that many workers do not have complete flexibility of choice in hours worked, and to recognise the uncertainty of money income.

The paper outlines the background trends in male labour force participation rates since the 1960s; describes the model; discusses issues inherent in its use, and analyses the results of its use. The findings support the contention that from the late 1960s to the mid-1970s, measured participation in full-time work corresponded fairly well with supply. Since then, the relationship has been unstable, and the analysis offers support for arguments that current official measures do not necessarily indicate either the volume or fluctuation of the true labour force. In the part-time labour market - a very small one compared with the full-time market - the relation between estimates and supply has been fairly stable.

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CHAPMAN, B.J. and F.H. GRUEN 84/AB: 151

Unemployment: The Background to the Problem. Discussion Paper No.90. Canberra: Centre for Economic Policy Research, Australian National University, March 1984 [43p.]

Formally, unemployment is the difference between the number of people in the labour force and number employed. Changes in unemployment levels may be due to changes in labour force numbers (arising from population or participation change) or in availability of employment (arising from changes in output and in productivity per worker) - each of these variables being influenced by a wide range of economic and social conditions. This paper sets out to examine measurement of and trends in unemployment in Australia. It points out that defining the unemployed is not easy, given the incidence of part-time workers and of discouraged workers who, on ABS definitions, are excluded from labour force numbers.

Each of the post-war decades has had what may be defined as a major recession, each of which produced an unemployment peak higher than the previous decade and left behind a higher rate of unemployment; but the sheer size of the increases in the 1970s and 1980s could lead to the conclusion that unemployment is increasing inexorably irrespective of governments and their policies. However, a decline of 1 per cent in labour force participation accompanying a 2 per cent rise in employment between June and December 1983 may mark the beginning of a recovery.

Section 2 of the paper examines the output losses from unemployment, noting the conceptual and measurement difficulties of and other constraints on such estimations. With some qualifications, it estimates that output foregone during 1983/84 amounts to between 11 and 21 per cent of GDP.

The disparities in the distribution of unemployment are shown in Section 3 to have increased both absolutely and relatively for particular groups such as teenagers, those with low levels of education, migrants and particularly Aborigines. For some groups, notably the old, the less educated and Aborigines, the duration of unemployment has also been increasing. Such figures, based on official measurement of unemployed, take no account of discouraged workers, a large proportion of whom are female. The indications are that more people stop looking for work as fewer jobs become available, suggesting that, as unemployment worsens, the official figures increasingly underestimate its extent.

Section 4 of the paper looks at the factors influencing the level of unemployment. These are too complex to be adequately discussed in this kind of paper but analysis suggests that deficient demand for final output and supply side factors (including excessive overall level of real wages) both affect unemployment levels, though it is difficult to disentangle their relative importance. It could be argued that the demand expansion and the real wage moderation happening concurrently in the last twelve months have contributed to the more favourable economic climate of the last six months.

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INGLIS, Paul A. and Paul A. VOLKER 84/Ab: 152

Unemployment in Australia: An Overview of Some Issues. Conference Paper No. 35. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, October 1983 (revised) [55p.]

This revision of a background paper presented to the Conference on The Structure and Duration of Unemployment (BLMR 4-5 August 1983) focuses on four particular aspects of unemployment: incidence, duration, trends and causes, while recognising the many other issues involved. Section 2 of the paper considers the data available on incidence, trends and duration of unemployment, indicating areas where information is inadequate (as in definitions of employment/unemployment) and outlining some alternative measures to improve the actuality of the picture. Factors influencing the unemployment rate are discussed in Section 3, covering what the literature says on demand and supply factors and going on to discuss broader aspects such as wages and tax rates on the supply side and productivity on the demand side. Section 4 draws together the issues and conclusions.

The data presented in the paper indicate in broad terms that teenagers are more likely to be unemployed than any other group; that females experience higher rates of unemployment than males and that the largest increases in the unemployment rate occurred in 1975 and 1983. However, unemployment rates as a measure of market performance and economic and social welfare are limited in value since they do not accurately measure under or hidden employment, are uninformative about duration, ignore the impact of social welfare and cast little light on the sources of market imbalance. Nevertheless, it can be established that age, sex and marital status are important determinants of who gains employment, as are education and, for migrants, country of origin and length of residence.

The paper presents various estimates of duration and periods of unemployment, reflecting recent interest in this area, with flows into and out of employment/unemployment. The analysis suggests that, for males, duration increases with age; females between 25-54 years have shorter spells than females of other ages, reflecting the discouraged worker effect and the ineligibility of married women for unemployment benefits.

It is more difficult still to identify causes of unemployment. On the supply side, factors include population increase; increased participation of married women and the conditions/characteristics of unemployment benefits. On the demand side, factors include changes in industry composition; increases in productivity (possibly due to substitution of capital for labour) and perhaps wage levels. The paper indicates the considerable disagreement which exists on the factors causing unemployment, in particular, the effect of wages. It also draws attention to the possible effects of taxation policies particularly where allowances are made for non-working spouses. On the basis of its analysis, the paper concludes by mentioning ways in which government policies can be used to affect supply and demand.

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BROOKS, Clive and Chris ROBINSON 84/Ab: 153

Unemployment in Australia: Duration and Some Implications for Policy. Working Paper No. 25. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, July 1983 [39p.]

This paper sets out to examine the structure of unemployment in terms of its turnover and duration components; to compare and contrast various duration measures; to analyse the concentration of unemployment and to draw some implications for policies on unemployment. Levels and rates of unemployment give a broad indication of the problem, but, for welfare policy, it is important to know how employment is distributed in the population: whether spread broadly and evenly or concentrated in particular groups; how long particular groups of people remain unemployed. Section 2 of the paper outlines the methodological framework of the analysis and presents some estimates of the relative contributions to unemployment of inflows (persons entering the unemployment pool) and duration (the length of time spent unemployed). Section 3 considers and presents evidence from some further measures of the duration of unemployment. In Section 4, the unemployment experience of particular demographic groups is discussed; Section 5 outlines some policy implications of the findings, which are summarised in the conclusing Section 6.

The analysis reveals the complexity of the composition of unemployment in terms of incidence, duration and concentration. Of the spells of unemployment commenced in 1982, 94.1 per cent had a completed duration of under a year, but these only accounted for 64.8 per cent of total unemployment weeks. The remaining 5.9 per cent of spells commenced in 1982 had a completed duration of over a year but accounted for 35.2 per cent of the unemployment weeks. Analysis of the flows into and out of unemployment indicated that teenagers and older workers suffer the greatest labour market disadvantage. Males aged 20-54 years had a high probability of finding employment and a very low probability of leaving labour force. Persons of 55 years or more have by far the greatest difficulty in finding employment and also have a high rate of withdrawal from the labour force. Teenagers, though they secure jobs more easily, have difficulty in keeping them (perhaps the result of employment subsidy programs), and also have high rates of withdrawal from the labour force.

Overall, the results indicate that the long-term unemployed suffer the greatest burden of unemployment in terms of the distribution of weeks unemployed as well as in declining chances of finding employment and consequent social aberration. The group most affected comprises those 55 years and over. Females aged 25 to 54 years also have adverse labour market experience which, like that of older workers, is disguised in official records by high rates of withdrawal from the workforce. For teenagers, the main problem is the high rate of separation from employment, indicating a need for further research into the nature of teenage unemployment. Finally, the paper queries the concept of duration of unemployment, noting that nearly 20 per cent of all unemployment spells in any given month terminate in withdrawal from the labour force; it argues that a concept of the duration of joblessness would be more appropriate since there would appear to be little difference between the individual who experiences one long spell of unemployment and the individual who, over the same period, experiences shorter spells of unemployment punctuated by time spent outside the labour force. This is not allowed for in the concept of duration of unemployment, but unfortunately existing data do not permit analysis of the duration of joblessness.

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PHIPPS, A.J.* 84/AB: 154

Australian Unemployment: Some Evidence from Industry Labour Demand Functions. Reprint from Australian Economic Papers, December 1983 [p.333-344]

Econometric analysis has indicated that the rapid increase in Australian unemployment in 1974-75 was due more to excessive rise in real wages than to inadequate level of aggregate demand. Most studies, however, have been conducted at a relatively high level of aggregation which takes no account of differences among different industries. The study described in this paper examines the demand for labour at a disaggregated industry level so as to shed some light on industry differences. The paper outlines the model of labour demand used, examines the data and discusses the conclusions.

Acknowledging data and other limitations, the paper concludes that variations in output appeared to be the dominant cause of variations in demand for labour and that a slowing down in rate of growth of output was the most important cause of the recession in unemployment which began in 1974-75. This was particularly apparent in manufacturing and construction industries.

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NEWTON, Keith 84/AB: 155

Unemployment Research and Policy in Canada and Australia. Conference Paper No. 20. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, June 1983 [16p.]

This paper aims to present a broad overview of some recent research on unemployment in Canada and in Australia and to discuss some relevant policy considerations. The two countries - superficially similar in size, resources and population - are also both faced with record levels of unemployment and a labour demand which is deteriorating in the face of technological change and economic recession. Section 2 considers the findings of research in both countries on whether structural unemployment has worsened; on hidden unemployment, and on the dynamics of unemployment.

Among the findings of research which have policy implications for both countries are: that unemployment is concentrated in particular groups of people; that for the long-term unemployed the overwhelming problem is lack of jobs; that the longer people remain unemployed the less likely they are to find jobs; that some of the effect of any aggregate demand stimulus will be to spur the fuller use by employers of people already in jobs and to encourage labour force participation by those who have dropped out of the labour force. These conclusions indicate the need for greater attention to policies specific to the needs of particular groups, areas and sectors.

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VICTORIAN ETHNIC AFFAIRS COMMISSION. DIVISION OF RESEARCH AND POLICY 84/AB: 156

Migrants and the Workforce: (1) Unemployment Trends. East Melbourne, Victoria: Division of Research and Policy, Victorian Ethnic Affairs Commission (232 Victoria Parade, East Melbourne 3002), August 1983 [17p. + 2 appendices]

This is the first of a series of publications intended to provide information on the social and economic situation of migrant workers as a basis for recommendations on how to improve their situation. Using ABS data on the Labour Force in Australia (6203.0) and Victoria (6201.2), this paper analyses the trends in workforce participation and in unemployment as these affect overseas born persons generally and particular groups among them.

Discussing labour force participation rates, the paper points to the danger of using data for all overseas born as an indication of what is happening in specific migrant communities, since rates for specific countries vary greatly as do the rates and directions of change. The paper draws inferences from the data about different groups: African born, Americans, Asians, Lebanese, Germans, Greeks, Italians and Yugoslavs, Dutch, Polish, British and New Zealanders. Various factors affect participation rates, such as age, occupation, sex and intake categories, so that actual levels for each community may not be as good a guide to actual situations as trends over time. These seem to indicate that faced with a relative deterioration in the employment situation for non-English speaking migrants, many of these are withdrawing from the workforce to swell the ranks of the hidden unemployed.

The second part of the paper considers the unemployment rates and trends for the various communities, noting the effects of age and period of arrival. Analysis of the data indicates that the rate of increase in the unemployment level of the overseas born workforce is higher than that of the Australian born. Migrant workers from non-English speaking countries (southern Europe, the Middle East, South-East Asia and South America) have substantially higher proportions of persons unemployed than do residents from the U.K., U.S.A. and Northern Europe. The situation of Lebanese and Asian workers is particularly poor. Newly arrived migrant workers have very high unemployment levels (43.7 per cent for Asian migrants) as do migrant youth, who face a deteriorating employment situation. Thus Australian born males, 15-19 years, experienced a 40 per cent increase in the rate of unemployment over the years 1982/83, while the rate for overseas born increased by 62 per cent. The gap also appears to be widening for those aged 20-24 and 25-34 years.

Future papers in this series will continue analysis of trends and also focus on the effects of particular factors such as education, marital status and family size.

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ALCORSO, Caroline 84/AB: 157

No Jobs, No Future. Ethnic girls and unemployment in Fairfield. The report of a community based Transition project at Fairfield Community Resource Centre. Fairfield, NSW: Community Resource Centre (19 Harris Street, Fairfield 2165), March 1984 [61p.]

This is the report of a study focusing on unemployed girls from migrant backgrounds in Fairfield. It was conducted part-time during June-December 1983 with funding from the Commonwealth School-to-Work Transition Program. The report first outlines the characteristics of the Fairfield Local Government Area which has one of the highest (and still increasing) levels of unemployment in NSW. Forty per cent of the population are overseas born and represent 93 nationalities. Two-thirds of young people are born overseas or have one or two overseas born parents; one-third are Indo-Chinese, but most are from European, Middle Eastern and South American countries; one-third of students leave school early. The area lacks many essential services and facilities (hospitals, transport, entertainment), and the rapid rate of population growth indicates that problems are likely to increase.

Introducing the research and its findings, the report outlines some of the relevant research on the labour market generally and on western Sydney, indicating the particular disadvantage of women in the segmented labour market; in hidden unemployment; in part-time employment; in apprenticeships and training. The study itself involved discussions with two groups of people in Fairfield: employed people whose work brought them into contact with young people including specifically young women from non-English-speaking backgrounds; young ethnic women aged 15-24 years, both employed and unemployed. The results of these discussions are discussed in two further sections: the experiences of employed people (including language/communication problems, schools and parents); the experiences of ethnic young women (unemployment, further education, dependence on families, problems, etc.).

The final section of the paper summarises the discussion and the findings and makes recommendations for action. The study clearly indicated unemployment as a major problem for young women. Of 60 ethnic female school leavers surveyed in August 1983, three-quarters were not in either full-time permanent work or full-time education. Most of the girls thought of employment in terms of working in a shopping centre or office; few saw education and training as leading to different occupations. There was a pattern of moving between temporary, often part-time, work and unemployment.

The report emphasises that the problems of these young women are basically those shared by other working class young people in a relatively deprived area, but there are also differences arising from narrow traditional perceptions of female work; language problems; lack of access to or use of existing facilities; a sense of 'being different from Australians'. In addition to the research, the project piloted a Young Women and Work course for ethnic unemployed girls which focused on developing employment related skills, and in the process developed among the participants a sense of solidarity and shared experiences and problems. The report concludes with some specific recommendations for TAFE transition courses for ethnic unemployed young women.

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HORINEK, Josef 84/AB: 158

Unemployment Levels in Western Sydney. Blacktown, NSW: Western Sydney Regional Organisation of Councils (WSROC), (P.O. Box 63, Blacktown, NSW 2148), July 1983 [20p.]

This paper has been prepared to provide a basis for the better understanding of the dimensions and distribution of unemployment in the Western Sydney Region (see also 84/AB:29). Using data from the 1981 NSW Census, the NSW Department of Youth and Community Services and the CES, it discusses significant points arising from the data, policy implications and desirable government responses.

The nine tables appended to the discussion indicate the levels, trends, distribution (geographical and sex) and duration of unemployment in the area. The severity of unemployment in the region is highlighted and the point is emphasised that it is due to structural and not to temporary or cyclical change in labour markets. Unemployment among those under 25 years is equal to that of older age groups and adequate provision in education/training needs to be made for all age groups. There is also a need to re-assess the criterion of eligibility for government programs which stipulates an unemployment period of four months or longer and which effectively excludes large numbers of 15-24 year olds from participation in programs. Six specific recommendations are made for action by NSW and Commonwealth Governments.

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AUSTRALIA. BUREAU OF INDUSTRY ECONOMICS 84/AB: 159

Job Losses in Small Country Towns - A Case Study of Adjustment to Abattoir Closures in Tenterfield, NSW. Information Bulletin No. 6. Canberra: AGPS, 1983 [54p.]

This study, following the closure of two meatworks in the area confirms the difficulties experienced by displaced workers in gaining employment. After a twelve-month adjustment period only 39 per cent of those displaced who remained in Tenterfield were in full-time employment; one in five left the region. All groups experienced difficulties, but females and persons over 55 were particularly affected.

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AUSTRALIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS. 84/AB: 160#
BUREAU OF LABOUR MARKET RESEARCH

Australian National Longitudinal Survey

INSTITUTION As above. Contact: Ian McRae, Principal Project Officer

DATES First major survey: September 1984
Last major survey: September 1987

PLACE National

The aim of this longitudinal study is to provide a data base for labour market research; in particular, for research into the problems of the long-term unemployed and the processes by which people become long-term unemployed. In addition, the study aims to provide a data base for the evaluation of the Community Employment Program (CEP).

The sample comprises: 3,000 registered unemployed 15-24 years; 1,000 CEP participants; 1,000 registered unemployed as a matched sample to the CEP participants; 9,000 persons aged 15-24 years selected from an area sample. In the first year of the survey (1984) some 5,000 people will be approached, including the 1,000 CEP participants. In 1985, these people will be surveyed a second time and a further 9,000 young people will be included in the sample. BLMR have compiled a questionnaire to be administered to the 5,000 persons listed for the first survey. Contacting these people and administering the questionnaire will be the responsibility of REARC Research Pty Ltd. Research methods for analysis of the data will vary with the different issues addressed.

Data from the Australian survey will cover several key questions including:

- Is the unemployment burden shared amongst a large proportion of the labour force over time, or does a relatively small group suffer long durations and successive spells of unemployment?
- Do people who have been unemployed for a long time tend to drop out of the labour market?
- Are people who suffer prolonged unemployment soon after leaving school scarred by this experience? That is, do they suffer subsequently more - because of lower incomes and more time out of work - than other youth?

DOCUMENTATION

- A general paper and two technical papers are in preparation.
- A basic descriptive analysis is expected early in 1985 and more analytic work will be published as it is undertaken.

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TAYLOR, K.F. and R.M. GURNEY 84/AB: 161

So You're Thinking of Studying Unemployment? To appear in NIXON, M.C. (ed.) Issues in Psychological Practice. Melbourne, Victoria: Longman Cheshire, in press (20p.: mimeo]

Unemployment is one of the major problems of our time, but little is really known about its socio-psychological effects. This paper is intended to refute those who claim that psychology has little to contribute to understanding of unemployment, and also to encourage greater research effort in the area by psychologists. The paper looks first at some of the difficulties attaching to various kinds of research: social surveys; cross-sectional studies of matched samples of employed and unemployed; longitudinal studies. Many of the difficulties arise from the uncertainties associated with identifying cause and effect, and with isolating unemployment from other forms of disadvantage. A review of research since the 1930s produces little to increase understanding of the impact, though there are some promising indications in recent Australian studies.

The paper goes on to look at some possible lines of future research into unemployment as a vocational problem; as a cognitive problem; as a communication problem; as a development problem. Altogether, the paper concludes that unemployment deserves more than a flurry of impulsive and superficial surveys. The greatest need is still (as it was identified in the 1930s) to lay out a network of interlocking theoretical problems so that the areas of needed research are clear.

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HARRIS, Martyn 84/AB: 162

How Unemployment Affects People. In New Society, Vol. 67, No. 1104, 19 January 1984 [p.88-90]

Despite the high levels of unemployment (3-4 million people in the U.K.), very little is known about its effects. This article is a brief review of research which has been carried out into unemployment. The certain information about the unemployed is that they have no jobs and are mostly very poor. Supplementary benefits in the U.K. provide only about 40 per cent of a normal wage. Only 52 per cent of the unemployed are able to claim supplementary benefits (SB) and 41 per cent depend entirely on it. Studies on the impact of unemployment on family living standards indicate a more housebound family, unable to afford outings or telephone calls; watching too much television; smoking too much and eating food 'from the corner shop'. Other research on young people has much the same message.

Commonsense indicates a causal link between unemployment and physical health, but the longitudinal studies necessary to prove this are lacking. The strongest indications come from the observations of the American

health statistician, Harvey Brenner, who found a clear association between cycles of boom and slump and changes in the rate of general mortality, heart attacks, alcoholism, cirrhosis, suicide, murder and admission to mental hospitals. Brenner's results, though savagely attacked, are standing up fairly well.

Most agreement among researchers focuses on the effect of unemployment on mental health, where a number of long-term studies have been carried out, indicating higher levels of distress among unemployed people, particularly those for whom the 'job' is involved with personal identity. The association of unemployment with suicide rates, though strong, is not a proven one.

Evidence for the more general effects of unemployment is even more patchy. The article covers studies on marital breakdown, child abuse, school achievement among the children of the unemployed, crime rates. The lack of hard research and information reflects the lack of interest in unemployment as an issue since the 1930s and the reasons for this lack of interest are themselves open to question. Without the evidence it is impossible to establish the true **costs** of unemployment.

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SOUTH AUSTRALIA. DEPARTMENT FOR COMMUNITY WELFARE 84/AB: 163

Unemployment and Social Welfare Issues. First report of the Working Party on Unemployment. Adelaide, S.A.: Department for Community Welfare, June 1983 [46p.]

This Working Party was established in December 1982 to examine the social effects of increasing unemployment and the implications of the growing numbers of unemployed for the staffing and services of the Department for Community Welfare. This report briefly compares the Australian and the South Australian labour markets, noting the fact that jobs are declining in some areas but increasing in others, though those who lose jobs in declining areas are not those who gain them in growth areas. Section 2 provides an overview of the problems of the unemployed in terms of income, identity, and disadvantaged groups (youth, women, migrants, Aborigines, young offenders). Sections 3 and 4 discuss issues and problems arising from provisions for income security and from access to resources. The concluding chapter summarises the recommendations of the Working Party.

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STROMBACK, Thorsten 84/AB: 164

The Social Consequences of Unemployment: A Review. Working paper No. 33. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, November 1983 [38p.]

Among the social consequences claimed for unemployment have been increases in crime, suicide, divorce and mental illness, but the evidence for these must be examined critically. The fact that unemployment is not spread evenly across the society, but concentrated in already disadvantaged groups could mean that its effects are serious; it also makes it difficult to distinguish unemployment as a cause compared with low income, social class and similar factors. It should not be assumed that reducing unemployment would lead to reduction also in the crime rate and other social problems. Two outcomes of unemployment are definite: loss of income and loss of work status. Both force the unemployed to make adjustments to their lives. The purpose of this paper is to summarise what is known about the social consequences.

The brief overview of Australian surveys between 1975 and 1983 which begins the discussion indicates the differing quality of the studies in size, sample and questionnaire design. The following sections cover the effects of unemployment on crime, health and psychological wellbeing, concentrating on quantitative analysis.

The discussion of unemployment and crime is based on studies using cross-section analysis of individual behaviour and time series analysis. The section outlines theories and data, discusses Australian and overseas research and examines changes in Australian crime rates. It finds some weak evidence to associate variations in crime rates over time with cyclical economic fluctuations, but instances other evidence which indicates that other factors (such as unstable family background, poor school record, low income, low skills) are more important.

Deficiencies in data and research make it difficult to estimate the effect of unemployment on physical health. Section 4 reviews overseas and Australian research linking unemployment with mortality rates and with deterioration in physical health. It finds no evidence to support a causal link between unemployment and suicide rates of young people or between unemployment and health deterioration. The evidence is more clear-cut for the effects of unemployment on mental health, particularly depression and stress. There is, however, still much unknown about the progressive stages of psychological effect and individual reactions.

Summing up its review of the research, the paper comments that there is no credible evidence of any substantial effects, other than the psychological ones. Though it cannot be concluded that there are no other effects, the evidence points to this. Social conditions are the outcome of complex relationships and this means that one can find no unidirectional impact for unemployment, which is simply one factor. Moreover, psychological problems are not confined to the unemployed; nor is there evidence as yet on the permanence of psychological consequences. A tendency to overstate the consequences of unemployment encourages the belief that solving unemployment will also solve other social problems and distracts attention from the underlying causes of those problems.

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VAN MOORST, Harry 84/AB: 165

- Unemployment and Guilt. Special Report No. 1. Melbourne, Victoria: Urban and Social Research Centre, Footscray Institute of Technology, August 1983 [8p.]

- Unemployment, Leisure and Boredom. Special Report No. 2. (as above), August 1983 [15p.]

- Problems of Being Unemployed. Special Report No. 3. (as above), September 1983 [13p.]

These three papers are part of a series reporting on a study of the Leisure Patterns of People Not in the Workforce (see Annotated Bibliography D31). The study is based on responses to a survey in 1979/80 of 1,000 people from households in metropolitan Melbourne who were not in the workforce. These reports are concerned only with the 286 unemployed respondents of whom 27 per cent were under 18 years, 48 per cent 18-24 years and 15 per cent 25-39 years. Fifty-five per cent were from low socio-economic areas; 36 per cent from medium and 9 per cent from high socio-economic areas. Further details are given about education, marital status, duration of unemployment and previous job. Five major reasons were indicated by the unemployed for being out of work: lack of training/skills/experience; no local opportunities; no work available; too old; too young. Of the 15 per cent giving 'too old' as a reason, 51 were aged 18-24 years.

The majority of respondents (57 per cent), particularly the young and those from low socio-economic background indicated feelings of guilt about unemployment. Those who felt most guilt were also more work-oriented and more bored; they had more resource problems, pressures from friends and families and personal problems. They also tended to blame their own lack of skills for their situation.

Paper 2, examining the leisure patterns of the unemployed, shows that, apart from looking for work, the unemployed spend most of their time at home. Their activities are generally sex stereotyped: cooking, sewing, etc. for women; wood/metalwork, vehicle repair, etc. for men. Watching television is a significant activity (4-6 hours daily for 37 per cent). Boredom is a serious problem for the young, the single, the less qualified and schooled, those from lower socio-economic suburbs. Many of them want opportunities to get away from home more and out of the city. This particularly applied to the young and to women - those with the least access to the resources and transport which would allow more varied use of time. The report concludes that the unemployed suffer problems of guilt, alienation and inadequate resources which, combined with the hopeless but necessary task of looking for work, prevent them from using their leisure more effectively.

The third paper sums up the problems of being unemployed. Foremost among the problems is a severe lack of resources, in terms of income, transport, facilities and information. The study has shown the strong desire of unemployed people for work and a decent level of income. These should be the focus of government policies rather than charity or government programs providing a second-rate system of leisure and social services which further erode personal independence and dignity.

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PRIOR, Marjorie, Michelle WALLACE and Julie CARR 84/AB: 166

What About Me? The Impact Unemployment has on Country Girls. Lismore, NSW: Women in Education (PO Box 525, Lismore 2480), August 1983 [57p.]

This booklet aims to document and publicise the hidden needs of unemployed girls living in Lismore and its district. Together with a 20-minute video of the same title, it has been compiled by three part-time project officers working with thirty girls who were interviewed in the course of the project. Part 1 of the booklet comprises descriptions by 13 of the girls interviewed of their personal experiences in the search for work, self-esteem and identity in a country town. Part 2 outlines the results of two major surveys carried out in the district with 1982 female school leavers and 1983 female school students.

Taken together, the personal accounts by the girls illustrate and document the disadvantage of girls in the labour market, their attitudes to employment, the frustrations of unemployment. The girls wanted the chance to become employed in ongoing work. Many of them missed jobs because employers were choosing early female school leavers on a temporary basis at a cheaper rate. They were too old at 18 or 19. The interviews with them confirmed a resource of talented, energetic young women with qualities and skills untapped and unwanted by employers and the community at large. Some of the headings illustrate the reality: 'Now and again I feel like no-one's going to ever employ me. I feel like I'm getting too old at 18'. 'They pick the 15 year olds because they don't have to pay as much'. 'The careers adviser was sort of worried about us while we were at school but he didn't worry when we left'.

Part II, reporting on the two surveys, notes that nearly a quarter of the girls were put off work because of their age; more than a quarter of the unemployed were engaged in unpaid domestic work at home; 20 per cent were still applying for jobs after more than 20 refusals. The survey of school students found that negative attitudes to school were a strong factor in early leaving; girls aspire to a wide range of traditional occupations but are channelled into three; virtually none enter non-traditional areas even when they aspire to these.

The concluding Part III stresses the need to change the attitudes of employers and the community and the education system. It identifies the main issues in the categories of the education system, community attitudes, unacknowledged skills, employer attitudes, the job market. The needs of country girls in a context of continuing unemployment have to be met by schools in conjunction with the community. There is a need for programs which provide a bridge between school and community and which ensure that all school leavers are given opportunities to participate in the community through employment, but also in other ways.

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KERR, Charles* 84/AB: 167

Does Unemployment Cause Ill-health? In Social Alternatives, Australian Social Welfare Impact and New Doctor: Joint Issue, September/October 1983 [p.3-7]

Most observers are convinced that being out of work is a hazard to health, either from the stresses associated with unemployment or from deprivation, but conceptual and methodological problems in research make it very difficult to distinguish the actual results of unemployment from conditions associated with it. It is quite certain that the average level of health in groups of unemployed persons is worse than among the employed; and there is a strong, but not necessarily causal, correlation between unemployment, poverty, increased mortality and morbidity rates.

The article reviews overseas and Australian research in the area, including Brenner's time series studies (associating economic depression, unemployment and morbidity rates); cross-sectional and longitudinal studies; statistical information; studies of psychological consequences. The overall conclusion is that a compelling case can be made for unemployment endangering health, but the evidence remains circumstantial and indirect. Correlations cannot indicate causality. There is a need, particularly in Australia, for more precise information which will allow causal relationships to be tested. There is also urgent need for long-term cohort studies and for the encouragement of other kinds of research in the area, since the issue will inevitably become an important one politically in Australia as it has in the Northern Hemisphere.

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NAJMAN, J.M., J.D. KEEPING, A. CHANT, J. MORRISON and J.S. WESTERN 84/AB: 168

Employment, Unemployment and the Health of Pregnant Women. In Social Alternatives, Australian Social Welfare Impact, and New Doctor: Joint Issue, September/October 1983 [p.9-12]

Much of what little is known about the impact of unemployment on health is based upon data or studies of predominantly unemployed men. These studies, though weak in methodology, imply that unemployment may lead to excess morbidity and mortality. This paper reports a study of 4,000 pregnant women in Brisbane, Queensland. The research indicates that unemployed pregnant women have lower birthweight babies and higher levels of anxiety and depression both during and shortly after the birth of their babies. The causal sequence associating these variables is, however, uncertain. It appears that unemployed women engage in unhealthy behaviours (e.g. smoking) which influence the birthweight of the baby. Women in couples with both partners unemployed manifest the highest rates of depression. Where one of the partners is not unemployed, the employment status of the woman's partner may be more important than her own in

influencing the mental health of the mother. It is likely that the mental health of the mother is a response to changes in her employment status as well as of her partner.

* The authors are members of the Mater Hospital/University of Queensland Study of Pregnancy Research Group.

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TURTLE, Alison M. and Anne RIDLEY 84/AB: 169

Is Unemployment a Health Hazard? Health Related Behaviours of a Sample of Unemployed Sydney Youth in 1980. In Australian Journal of Social Issues, Vol. 19, No. 1, 1984 [p.27-42]

This article first outlines the extent and gravity of the problem of youth unemployment and reviews what little research is available on its effects. The study reported on here set out to investigate the possible effect of continuing unemployment on health-related behaviours of young people under 25 years, using two comparison groups of short-term and long-term unemployed. The sample consisted of 100 young people (57 males; 43 females), selected by interviewers on four occasions in August 1980 from people entering and leaving the Liverpool (NSW) Commonwealth Employment Service (CES) office. Data were gathered by a self-report questionnaire. The article details the method and analysis and discusses the results.

Even with the qualifications necessary for cross-sectional analysis, the data indicated that young people unemployed for less than five months are differentiated from those unemployed for longer, particularly in relation to sporting, drinking, smoking, sleeping and eating habits, level of social mixing and experience of general health. The long-term unemployed group were characterised by heavier smoking, reduced participation in sport and, though not statistically significant, increased drug usage. Among them, females were drinking more and visiting the doctor more; males were showing, in a variety of behaviours, withdrawal from social contact. The paper concludes by emphasising the need for much more research of an in-depth kind.

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WARR, Peter 84/AB: 170

Work, Jobs and Unemployment. In the Bulletin of the British Psychological Society, Vol. 36, September 1983 [p.305-311]

Examining the psychological importance of work, this paper focuses on paid employment, but many of the points made apply also to work of other kinds. Its concern is to describe some research undertaken into what happens psychologically when paid work is not possible; that is, in unemployment. Reviewing the results of a number of research studies undertaken by the writer and his colleagues since 1976, the paper states the conclusion that moving from paid work into unemployment yields an overall very significant reduction in psychological wellbeing (though not everyone is negatively affected in this way). The paper goes on to identify nine features of being unemployed which help to explain why there is a psychological deterioration, such as reduced income, continued rejectioon in job applications, restricted inter-personal contact. Eight variables are examined which might mediate the effects of unemployment, including employment commitment, age, sex, financial situation. The next two sections cover the findings of some current research into differences between jobs: good and bad employment.

The final comments bring together the discussion, arguing that, for a variety of reasons, unemployment is likely to continue at high levels. The aim should be to provide employment of a kind which benefits psychologically. As well as aiming for more jobs, there is need also to change values and behaviours so that experience of unemployment does not undermine psychological health. This is partly a matter for the individual in improving his/her sense of worth and direction, but it is primarily a matter for the society in changing structures of work and social processes.

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WATSON, Ian 84/AB: 171

Living on the Margin. In Australian Society, Vol. 3, No. 6, June 1984 [p.6-11]

Studies of unemployment in Europe in the 1930s indicated severe psychological impact as well as physical and emotional hardship. The writer of this paper presents some first-hand evidence of similar effects among long-term unemployed youths. The article focuses on the experience of three such youths (Bill, Andy and Bob), illustrating various aspects of poverty and unemployment in excerpts from conversations with the young people. What is presented is a picture of isolation from the community; the erosion of any purpose in living except survival; the recourse to drugs and other methods of temporary alleviation of depression; the exploitation of unemployed young women as a compensatory mechanism; the numbing effects of hunger, poverty and homelessness.

Despite their growing numbers, the young unemployed feel themselves

to be politically powerless. Their resentments provoke them to petty theft, but neither training nor the political processes of our society make concerted political action a feasible recourse. Yet grass roots political activism might, as in the hunger marches in England in the 1930s, provide a sense of purpose, power and self-esteem.

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TIGGEMANN, Marika* and A.H. WINEFIELD** 84/AB: 172

The Effects of Unemployment on the Mood, Self-Esteem, Locus of Control and Depressive Affect of School-Leavers. In Journal of Occupational Psychology, No. 37, 1984 [p.33-42]

This is a further report on a longitudinal study described in previous Abstracts (B:28, 44, 96, 121). The study was undertaken to investigate the psychological effects of unemployment in school leavers on both mood self-ratings and more stable personality characteristics. It was predicted that unemployed school leavers would report greater negative mood and score lower on self-esteem, more externally on locus of control and higher on the depressive affect scales than those who were employed. The paper begins with a review of research in the area, noting its paucity and the lack particularly of longitudinal studies - the only kind with the capacity to disentangle cause and effect in unemployment impact. Further sections of the paper describe the research design, sample and method, and report and discuss the results.

The paper concludes that unemployment does have significant psychological consequences for the young person. The unemployed are, in general, less well-adjusted than their employed counterparts; they reported greater negative mood in terms of boredom, unhappiness and helplessness (all of which can reasonably be considered as transient states), and scored less favourably on recognised psychological scales which are likely to measure more stable aspects of personality. They scored lower on self-esteem (especially the girls) and higher on depressive affect than did the employed; and the design of the study demonstrates that these psychological effects were attributable to the experience of employment or unemployment.

The study also produced some unexpected results, indicating, for example, that the difference in self-esteem was due not to a decrease among the unemployed but to an increase among the employed. Some interesting sex differences also emerged, indicating more clear-cut differences for employed and unemployed males than for equivalent female groups. This may be because girls do not see employment to be as crucial or central to their identity as do boys. These and other findings of the study raise some interesting questions for speculation and further research.

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TIGGEMANN, Marika 84/AB: 173#

Unemployment and Psychological Health in the Young. Paper presented at the ANZSERCH/APHA Annual Conference, Health and the Organization of Work. Adelaide, S.A.: School of Social Sciences, Flinders University of S.A., May 1984 [19p.: mimeo]

There is much interest currently in the relationship between unemployment and health, both physical and mental, but very few studies to investigate the relationship - perhaps because such research is extremely difficult to do. Research in the area may be divided into four main groups: aggregate versus individual measures of economic and health conditions; cross-sectional versus longitudinal collections of measures. Aggregate studies, exemplified by Brenner's time series analyses, use population aggregate economic and health indicators as a source of information. The research which is the focus of this paper is directed at the individual level of experience and uses the longitudinal approach.

The paper outlines several different research strategies, each with its own contribution to make and its own problems. Case studies provide descriptive and narrative material, but need to be backed by quantitative evidence. Other studies employ psychological inventories or rating scales and use statistical techniques to compare a selected group of unemployed with a matched control group usually of employed people. Such studies, taken at a fixed point in time, cannot establish that any observed differencies are direct effects of unemployment per se. Only longitudinal studies can determine, for example, whether unemployment produces depression or whether it is the initially depressed who become unemployed. The paper describes the longitudinal study in which the author is involved (see Tiggemann, Winefield and Delin B28,44,96,121) and outlines the results of the study (see 84/AB: 169#).

The paper goes on to look at the implications for future research, suggesting that research could usefully focus on moderator variables. If, as the results of the study indicate, unemployment inhibits development in school leavers while employment produces increase in self-esteem it becomes necessary to investigate more specifically the role of employment in individual development. It has been suggested that paid employment provides not simply money, but activity, variety, temporal structure, social contacts and personal identity and status. Alternative ways of providing these for the unemployed could be found if more was known about which aspects are important. There is also need to know whether all jobs provide the above benefits to the individual. Research could also be done into the impact of unemployment on the family system. Both formal and informal structures and interdependencies will mean that various groups and communities will be affected by the unemployment of individuals.

More general issues touched on in the paper include the question of teaching school leavers not only to compete successfully for employment but also to cope psychologically without loss of self-esteem should they be unemployed; the relationship between leisure and unemployment/employment; attitudes to unemployment. Unemployment is not simply a problem of economics, but a factor in human and social welfare.

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FEATHER, N.T.* 84/AB: 174

Unemployment and Its Psychological Correlates: A Study of Depressive Symptoms, Self-Esteem, Protestant Ethic Values, Attributional Style and Apathy. In Australian Journal of Psychology, Vol. 34, No. 3, 1982 [p.309-323]

This study set out to investigate the correlation of unemployment with depressive symptoms, and variables such as Protestant ethic values, attributional style and apathy. A questionnaire in 5 parts, focusing on depressive symptoms, attributional style and apathy, was administered in September-October 1979 to 78 employed and 69 unemployed young people in metropolitan Adelaide. Among the employed were 39 male and 39 female, aged about 21; the unemployed comprised 32 male and 37 female about 20 years of age. Both groups had left school at between 16 and 17 years of age. This paper reviews research in the area, describes the sample, design and methods of the study, and reports on and discusses the findings.

Among the results, the study found that unemployed males and females tended to report more depressive symptoms and to be lower in self-esteem than the employed young people. Both lower self-esteem and less effort to find a job were associated with increasing time out of work.

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FEATHER, N.T. and M.J. BOND 84/AB: 175

Time Structure and Purposeful Activity among Employed and Unemployed University Graduates. In Journal of Occupational Psychology, No. 56, 1983 [p.241-254]

The main aim of this study was to investigate variables that relate in a general way to how employed and unemployed people use and structure their time. It was expected that a person's use of time and sense of purpose would be linked to a range of variables extending beyond employment status and possibly moderating the effects of employment or unemployment. The sample for the study comprised those graduates who responded to a questionnaire mailed out in August 1981 to 959 Flinders University graduates. The final resonse rate of 47 per cent imposes some caution in interpretation of results. This paper describes the study and its method, and reports on and discusses the results.

It was found that graduates in the unemployed sample were less organised and less purposeful in their use of time and reported more depressive symptoms than did graduates in the employed sample. In both groups structured and purposeful use of time was positively associated with self-esteem and negativity associated with depressive symptoms. Female respondents reported higher employment importance and more use of a routine, but their self-esteem scores were lower than were those of male respondents.

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GWYNNE, David J. 84/AB: 176#

Sub-Group Differences in the Psychological Consequences of Unemployment

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INSTITUTION . Department of Employment and Industrial Relations, NSW
. School of Psychology, University of NSW

TIME Completed November 1983

PLACE Sydney Metropolitan area, NSW

The study set out to examine sub-groups of an unemployed sample in order to explicate any sub-group differences. Dependent variables were frequency of job seeking, expectations of success in gaining work, frequency of visits to Commonwealth Employment Service, and measures of self-esteem, life satisfaction, tension/stress and depression. Completed questionnaires were analysed from 216 male and 117 female respondents in an age range of 15 to 62 years with a mean age of about 28 years. Length of unemployment ranged from one day to six years with a mean of 8.5 months. The six-page questionnaire was distributed through Commonwealth Employment Service offices in the Sydney Metropolitan Area with attention being paid to matching respondents by age, sex and length of unemployment. Classic multiple regression and analysis of variance tests were carried out.

The study found that younger persons showed significantly higher levels of distress than did older persons, but the latter showed lower levels of life satisfaction. Persons of lower socio-economic status were experiencing higher levels of tension and depression than other groups. Females had significantly lower levels of self-esteem. Ten per cent of the sample scored as having severe levels of tension and 7 per cent severe depression.

DOCUMENTATION

. A publication is being completed.

. A thesis copy is held in the University of New South Wales Library and Department of Employment and Industrial Relations, NSW Regional Library.

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MARJORIBANKS, K. and J.J. SMOLICZ 84/AB: 177

Unemployed School Leavers: An Examination of Social Correlates

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INSTITUTION Department of Education, University of Adelaide, S.A.

FUNDING Education Research and Development Committee (initially)

TIME 1981 - 1982; analysis ongoing

PLACE South Australia

This study has set out to examine the school, family and peer group influences on unemployed youth from different social class and ethnic groups. The sample comprised 450 persons, 19-35 years, drawn from different social class and ethnic groups, each of whom wrote a memoir and completed a survey schedule. Data are still being analysed and papers will be produced in due course.

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DORING, Allan J. 84/AB: 178

Beliefs about the Employed and the Unemployed held by Senior High School Students in North Queensland. In The Australian Journal of Education, Vol. 28, No. 1, 1984 [p.78-88]

This article reports the results of a questionnaire survey of 1,667 Year 10, 11 and 12 students in North Queensland during the final weeks of the school year (1982?). The study was designed to identify beliefs about unemployment and employment of two groups: school stayers and school leavers. It was hypothesised that these groups would have different beliefs on the questions of employment and unemployment. The article reviews the research leading to the hypothesis; describes the method and design of the study; reports and discusses the results. Little major difference was found in the beliefs of the two groups, indicating perhaps some isolation from reality.

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FEATHER, N.T.* 84/AB: 179

Causal Attributions and Beliefs about Work and Unemployment among Adolescents in State and Independent Secondary Schools. In the Australian Journal of Psychology, Vol.35, No.2, 1983, [p.211-232]

This study set out to obtain information on how children still at school interpreted the causes of unemployment and how they viewed their own prospects of finding a job. Specifically, the study aimed to investigate beliefs and expectations about employment and unemployment; differences between the sexes; differences between students at State schools and at elite fee-charging non-State schools; the correlates or variables relating to the beliefs and expectations. It was expected that the children's beliefs about causes of unemployment would emphasise both internal and external causes; that they would vary according to the type of school; that there would be sex differences in how they viewed their prospects; that their views on how disappointed they would be if they did not get a job would be related to confidence about getting a job and how much they wanted a job; that their expectations and beliefs would be associated with more general personality variables.

The sample comprised 650 students (14-15 years; 383 males and 266 females) from Years 9 and 10 in two co-educational State schools and 3 non-State schools (2 single sex: boys, girls; one co-educational) in metropolitan Adelaide. The State schools, located in working class areas, drew their students from families of wider ethnic backgrounds, with lower educational qualifications and less secure employment, compared with the more affluent and higher social status backgrounds of the three fee-charging schools. A questionnaire was administered to the students by teachers at each of the five schools in October 1980. This paper describes the research design, procedure and measures used, and goes on to report and discuss the results.

The study indicates that the students saw some internal factors (lack of effort or genuine interest in jobs) as relatively important causes of current unemployment, whereas other studies have shown that the unemployed themselves see external factors, such as the economic situation, as important causes. However, there are differences related to sex and type of school in the responses. Girls reported lower expectations of getting a job; were higher in external control; were less likely to rate employment as important for themselves; tended to see prejudice and discrimination as well as failure to handle interviews and disruptive union action as important reasons for not getting a job.

State school students had lower (and perhaps more realistic) expectations of employment than did non-State school students; they assigned more external causes for unemployment than did their non-State school counterparts who also tended to see work as more important for themselves. As expected, higher expectations were related to higher levels of both self-esteem and school performance and to lower levels of hopelessness. Those who anticipated higher levels of disappointment about not getting a job were those to whom getting a job was important.

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ORGANIZATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT (OECD). MANPOWER AND SOCIAL AFFAIRS COMMITTEE 84/AB: 180

- Review of Youth Employment Policies in France. MAS(83)6. Paris: OECD, November/December 1983 [120p.: mimeo]

- Review of Employment Policies in France: Issues for Discussion. MAS(83)27. Paris: OECD, November 1983 [2p.: mimeo]

Discussing the economic context for unemployment policy in France, Chapter 1 indicates a not very favourable economic outlook. Unless the economic situation improves, policies for young people are likely to face considerable difficulties. Chapter 2 identifies problems and possibilities in France with regard to education/training and employment compared with other countries. Chapters 3-5 look in some detail at possible action in education/training and employment. Chapter 6 deals with the complex administrative network for implementing policies and programs and Chapter 7 is concerned with the particular problems of groups such as early school leavers. Finally, Chapter 8 provides a summary of the discussion.

The complementary document sets out the following questions as issues for discussion:

- How can high and rising youth unemployment as a proportion of total unemployment be explained over the past decade, especially in the light of high rates of enrolment in education?

- Are present measures sufficient to cope with youth unemployment, especially if it grows as suggested in the predictions of the IXth Plan? What are the consequences for both individuals and society of prolonged non-insertion of young people into working life?

- What scope is there for changing the attitudes of enterprises to youth employment? What part of the reluctance to hire young people in normal indefinite-term employment can be attributed to the adverse side-effects of labour protection legislation?

- Most jobs are created in small firms. What more can be done to encourage them to create more jobs and to promote individual entrepreneurship?

- Is there agreement with our suggestions to reform technical education and bring it into closer contact with the world of work? How could the influence of the social partners be strengthened in technical education?

- What action is the government prepared to take to remove the discrimination against women?

- Is there a risk that present measures to provide new training possibilities for young people will lead to the emergence of a para-educational system? Would this development complicate or facilitate the creation of a unified educational system in the future?

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AUSTRALIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS 84/AB: 181

'Supply Side' Approaches to the Unemployment Problem. Paper prepared for the Economic Planning Advisory Council Meeting of 12 December, 1983. Canberra: Department of Employment and Industrial Relations, 1983 [17p. + attachments: mimeo]

This paper canvasses some alternative 'supply side' approaches which might be used by government to reduce unemployment by encouraging existing trends towards different patterns and kinds of work. The paper covers: encouragement to alternative modes of living and working; approaches to reduce labour force participation; redistribution of work. Each kind of approach has its own financial costs and each would result in some persons being better off in money terms and others worse off. Judgements would therefore need to be made about how far the financial costs were offset by intangible benefits.

The first two sections of the paper outline briefly the trends in unemployment and in labour force participation, identifying some of the constraints on more rapid change in work patterns. Among such constraints are institutional barriers arising from costs to employers; social, union and employer attitudes; legislative and award provisions. There is the further difficulty of ensuring that a reduction in labour input from those currently employed would be matched by increased employment of those not presently in work.

Alternative methods of living and working include alternative life-style communities of various kinds and the promotion of new small enterprises through work co-operatives and/or the provision of income or capital support. The paper briefly describes these and indicates some key considerations including the potential for competition with conventional jobs inherent in new commercial enterprises of any kind and the high failure rate of such activities. In the light of these considerations, the paper indicates some issues relating to funding, the targets of the programs, conditions and restrictions, and suggests properly evaluated pilot programs as a beginning.

Reducing labour force participation depends very much on altering the individual's balance of choice between work and leisure and there is little evidence available on community preferences. Three options are discussed: increased education retention, reduced participation by prime age adults and one-for-one early retirement. Each of these is discussed in terms of feasibility, difficulties and costs. Discussion of the third set of options, redistribution of work through reduced working hours, covers work sharing, permanent part-time employment, inducements to reduce working hours, increased leave.

In conclusion, the paper stresses that the impact of even a wide range of new approaches would in the medium term be quite modest. The impact on the longer term operation of tax and transfer payment systems would also need to be considered. The paper suggests that the most promising options to investigate might be early retirement, job splitting, experimentation in non-conventional work opportunities and, in the longer term, distributing more of productivity gains in the form of reduced hours of work rather than increased real incomes.

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WATTS, A.G. 84/AB: 182

Education, Unemployment and the Future of Work. Milton Keynes, U.K.: Open University Press, 1983 [218p.]

Unemployment is not an educational problem since its causes lie in economic circumstances and political responses to them. But it is a problem **for** education in that it challenges many of the basic assumptions built into the structure of our educational system. The purpose of this book is to try to explore critically the mass of confused and conflicting ideas which surround the issues of unemployment and its educational implications. It is hoped that the book will help teachers and others to clarify their own ideas and to design responses which are soundly based, creative and intellectually honest.

The book is in two parts: Education and Unemployment; Education and the Future of Work. It is completed by references and subject and name indexes. Part 1 begins with a consideration of the traditional bonds between education and employment, pointing out the extent to which the assumptions and practices of education are based on the concept of employment. Chapter 1 briefly outlines the historical development of education for employment which, in the nineteenth century, resulted in the separation of 'academic' education for the gentlemanly and meritocratic elite from the 'vocational/technical' education of the masses. Four functions of education in relation to employment are identified and discussed: selection, socialisation, orientation and preparation. The chapter argues that, over time, the selection and orientation functions have increased in importance, while the socialisation and preparation functions have weakened as efforts have been made to delay the point at which students are sorted according to their different occupational and social destinations.

Chapter 2 identifies the impact of high levels of unemployment, particularly youth unemployment, on education as being three-fold: it has undermined the promise of employment implicit in the structures of schooling; the causes of youth unemployment have been attributed to deficiencies in schooling; education and training have been seen as an instrument with which to respond to youth unemployment. These aspects are illustrated in an outline of the debates about schooling standards and approaches and the establishment of vocational training programs such as YOP (Youth Opportunities Program) and YTS (Youth Training Scheme). The result, paradoxically, has been to strengthen the bonds between education and employment, with increased pressure for more vocationally relevant courses in education and increased competition for job opportunities. Some wider curricular responses in three particular schools are described in Chapter 3. These responses have included some attempts to review the structure of the curriculum as a whole as well as developing awareness in students of the economic and political causes of unemployment, of alternatives to unemployment (such as effective use of leisure) and the future of work. Chapter 4 explores the extent to which these and other responses to unemployment have become more general. It distinguishes and discusses seven possible curricular objectives: employability skills, adaptability awareness, survival skills, contextual awareness, opportunity-creation skills. These are related to four broad alternative aims: social control, individual change, social change and individual coping. The issue of who

should define the objectives of the curricular approach to unemployment is an important one, raising questions about the roles of teachers, community and the students themselves in the decision-making process. The particular approach adopted will depend partly on values but also on the question of whether unemployment is seen as a temporary or an enduring phenomenon; that is, on the future of work - which is the concern of Part 2 of the book.

The analysis of unemployment in Chapter 5 concludes that it is largely due to structural changes in the economy. Technology will ensure that unemployment remains high and economic growth will not of itself produce jobs for all. The political responses to economic and industrial trends, to concepts of the future of work and to unemployment will determine the outcomes in the coming years. Four scenarios are postulated in which groups similar to those currently unemployed (a) remain unemployed; (b) are regarded as being 'at leisure'; (c) are offered employment; (d) are seen as 'working', but outside formal employment structures. Chapters 6-9 discuss these four possibilities in terms of the unemployment scenario; the leisure scenario; the employment scenario; the work scenario. The discussion seeks to develop a framework within which the various possibilities can be critically evaluated and their implications explored.

Chapter 10 points out that the four scenarios are basically concerned with different ways of **conceptualising** the nature and distribution of employment, work and leisure; all but the employment scenario raise questions about how people are to occupy their time; the social status attached to new roles; the access to income. The differences between them have implications for tax systems and other institutional mechanisms through which public attitudes are expressed, but they are basically more conceptual than structural. New attitudes to and concepts of work and leisure are needed to replace those which have become traditional since the Industrial Revolution, and which will no longer work.

The final Chapter 11 explores the implications for education of the four scenarios, pointing out that only the full employment scenario allows (but not requires) maintenance of current educational structures. Each of the scenarios has its own problems for schools and education; all can imply different educational structures from those presently established. Education needs to have a view of the future, lest it be turned by the community into a 'museum of virtue' enshrining idealised views or society which bear little relation to actuality. Schools need to develop alternative visions; to resist pressures to tighten their boundaries; to establish more active links with their communities; to help their students to think about what the future may be like and its implications for them. The underlying question is whether education can become **a catalyst** of change or an **obstacle** to it.

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FORD, G.W. 84/AB: 183

Australia at Risk: An Underskilled and Vulnerable Society. In Labour Essays 1984 (EASTWOOD, Jill, John KEEVES and John RYAN eds.). Melbourne, Victoria: Drummond, 1984 [In Press]

The central concern of this paper is the comparative lack of priority and planning given by governments, management and unions in Australia to the development of adaptable and flexible human resource policies and programs. In a rapidly changing world, Australia is increasingly a comparatively underskilled and vulnerable nation, reacting to specific industrial crises with ad hoc policies and programs rather than developing understanding and management of social, technological and industrial change.

Part 1 of the paper outlines changes which are affecting Australia's balance of skills and place as a developed nation. These changes include the rapid industrial, technological and economic developments in the Asian-Pacific region; the demands of technological change for a skilled adaptable workforce; the increasing privatisation of knowledge and the power and control which go with this; the shift towards processing of materials and products which again requires higher skills; the decline in employment opportunities (and training) in large organisations; constraints imposed by inadequate education/skills on the devcelopment of alternative ventures and work opportunities; demographic and immigration factors which have resulted in 'an immense generation of youth' coming into a labour market where full-time entry level jobs are drying up and employers are favouring maturity, experience and established skills; employment changes (particularly unemployment) which are reducing opportunity for young people to enter the workforce and acquire experience and skills; the increasingly widespread demand for equal employment opportunity which must be addressed by labour market programs.

The second part of the paper proposes the development of a **skills accord**, negotiated in discussions among governments, unions, employers and educational organisations, in order to stimulate discussion and review of traditional assumptions, policies and practices in the development of human resources in Australia. The paper goes on to discuss six examples to indicate attitudes that need to be changed; barriers to be negotiated; successful experiences to be built on; new concepts and ideas about human resources that need to be developed, and policies and programs that need to be integrated to ensure that capital, technological, physical and human resources policies have a common direction. The discussion covers the implications of a policy of skill formation in the areas of industrial relations; equal opportunity; inter-organisational equity in the sharing of responsibility for skill formation; the discriminatory division of employees into wages and staff; the development of participative processes in public and private organisations to enhance opportunity for individual skill formation in organising, planning and participation (which involves also the sharing of information); the use of technology to humanise work and skills (rather than the reverse).

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COLE, Peter

84/AB: 184

Technological Change and Transition. Address to the Technological Change and School Curriculum seminar, Ballarat Community Education Centre, 28-29 April 1983. Melbourne, Victoria: Victorian Institute of Secondary Education, April 1984 [46p.: mimeo]

This paper is written from the viewpoint of one who is sceptical about the social benefits to be derived from the unfettered adoption of micro-processor and other technology of the electronic revolution. The first part of the paper reviews some aspects of technological change: the extreme rapidity of change; the essentially different character of new technology which represents a discontinuity with previous social and economic experience; the indications that we are not coping with the issues raised in questions of ownership/control of technology and of its effects in the labour market; the characteristics of a computerised society which cause concern.

The response of schooling to technological change, discussed in Part 2 of the paper, raises questions about the purposes of schooling. These are discussed in terms of the three orientations to curriculum identified in Towards the Socially Critical School (83/AB:118): the vocational/neo-classical, the liberal/progressive and the socially critical. The paper outlines how proponents of each approach might respond to technological change and indicates the tensions within each response, going on then to discuss the limitations of transition education as an approach to school curriculum. To focus on transition education is to accept the society as 'given' and to exclude any critical examination of school and society. The paper concludes that fine-tuning at the 'edges' of school and society will not contribute to dealing with social and technological change as we are now experiencing it.

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KIRBY, M.D.

84/AB: 185

Informatics, Law and Education. Address to the Royal Melbourne Institute of Technology, Faculty of Humanities and Social Sciences. International Conference on Tertiary Education for the Age of Communications: The Educational Challenge, Technological Realities and Communications Policy, 19 June 1983. Sydney, NSW: The Australian Law Reform Commission, June 1983 [13p.: mimeo]

The first part of this paper outlines some of the issues raised for law reform and development by technological change, particularly in biological and nuclear developments and in the marriage of computers and telecommunications (informatics). Informatics alone raises a wide range of issues including privacy, computer crime and fraud, the implications for legal processes such as evidence, contempt of court and sentencing disparities. Against this background, the paper goes on to discuss some aspects of tertiary education for the age of communications. Pointing out the persistent gulf between the scientific stream and the humanities

stream of education, the paper urges the need to bring the disciplines together so that different areas of expertise may together tackle the issues raised by technological change. Information technology is penetrating every aspect of society, as electricity did at the beginning of the century. Its effects will be as profound. There is need for institutions, educators and methodology of teaching to adjust in a more coherent way to the demands of new technology for interdisciplinary approaches and the lateral and creative thinking they could bring.

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ELLYARD, Peter 84/AB: 186

Towards a More Innovative Australia. Comments by the Director, Ministry of Technology on a Symposium, The Implication of the Technological Society for Education, May 1984 at the Australian National University. Adelaide, S.A.: Ministry of Technology, 1984 [8p.: mimeo]

This paper outlines the development of a Technology Strategy for South Australia (84/AB:110), pointing out that Australia is moving away from its status as a 'developed' country because it has come to rely more heavily on natural resources rather than on the development of human creativity and ideas to generate national wealth. Too often new technology is used only to do the same things as before, but more efficiently and with less labour.

The paper goes on to discuss some of the tasks which must be undertaken if the trends to economic decline, massive unemployment and inequality are to be reversed. Among these tasks are increased research and development; co-operation and consultation in industrial relations rather than confrontation; a legal system which can adequately manage the effects of technology in areas such as crime and human engineering. All of this represents a major challenge to our educational systems which must learn to anticipate and prepare for change rather than react after the event.

The paper goes on to discuss some of the implications for education, pointing out the need to develop a system of continuing education throughout life; to involve industry in this continuing development of the capacities and skills of people; to make people want greater particiption in education; to develop individual 'life skills'; to help create a society which is more creative, more respecting of innovation and more entrepreneurial (in the sense of developing creativity and greater skills in management and consultation). In summary, the problems facing the education system have little to do with technology and much to do with developing the capacities and skills of all individuals. At present, education seems to be preparing Australia for a 1955 world rather than for 1985. When the promotion of creativity, innovation and management skills and a commitment to quality and excellence for all individuals are given as much attention as other subjects in the formal school system and assessed in similar ways, education will be on a new track. We can no longer leave these aspects of human development to grow as a by-product of education. Experience shows that they will not.

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KARMEL, Peter 84/AB: 187

Education and Training for Work and Living. Stawell Oration, Medical Society of Victoria. Canberra: Australian National University, May 1984 [26p.: mimeo]

The main purposes of this paper are to place the issues of education and training in the context of the last decades of the twentieth century and to suggest broad directions for the future. Among the social and industrial trends outlined by the paper are: the steady reduction in the hours, weeks and years of working life; increased part-time work; more flexible working arrangements; industrial and occupational changes which demand higher levels of skills (including communication skills) and systematic retraining. Australian school retention and participation in education have also increased in the post-war years, though the levels of participation are uneven geographically and among different socio-economic groups. They are also still below comparable overseas countries. School retention rates in Australia have been affected by the role that apprenticeship has played in training tradesmen and providing an alternative to senior secondary education and other more formal education for large numbers of young men. The paper draws attention to some of the serious limitations of the apprenticeship system as a means of providing workforce training: it covers only the traditional trades and not the wide range of occupations in service industries (such as retailing, tourism, finance, community services) which are likely to be the growth areas; it is extremely biased against women; the training and supervision are often inadequate; in some industries it has been difficult to place apprentices with employers and group schemes have been found necessary; the numbers of apprentices depend on market forces and rarely match with need; it is expensive for employers; it is difficult to monitor the training given by employers.

The paper goes on to present the arguments for increasing education participation; arguing that education is a worthwhile experience in itself; in times of high unemployment it is preferable to idleness and the dole; industrial, occupational and technological changes require better educated workers and so does increased leisure. Thus increasing participation in education is an appropriate policy at the present time. The corollary is that curricula will have to be devised to meet the needs of a wider range of students; teaching methods may have to become more individualistic and co-operative; changes in school structures and atmosphere must be brought about. The possibility of two-year senior colleges, as in the ACT, should be considered. Changes in curricula are not to be taken as an excuse for loss of intellectual effort. Rather, each student should be expected to reach the highest level of competency possible to him/her (particularly in communication skills) and should be assessed on the level of competence reached in preference to the traditional methods of ranking and labelling. If retention to the end of schooling is increased, many of those seeking entry to tertiary education will have studied new curricula different from traditional academic school subjects. Tertiary institutions will therefore need to accept alternative entry qualifications.

The paper goes on to discuss training (in the sense of acquisition of occupational skills other than in formal educational institutions). It envisages that about half of those leaving senior schooling will wish to

undertake training within industry and commerce rather than in educational institutions, and proposes a properly organised training scheme which in time would replace apprenticeship. Such a scheme would rest on two foundations: the young people would be trainees, paid training allowances and not wages; employers would be required (by agreement or legislation) to provide places for a proportion of young people and to maintain a workforce with a reasonably balanced age distribution. Trainees would be expected to spend half their time on-the-job and half in more formal education and training. Provision would also be made for supervision of training offered by employers and for assessment and certification.

The paper emphasises the urgent need to raise the education standards of those who presently leave school with low attainments and have high unemployment rates. For these a change in the role of the primary school may be of greatest importance.

Policies to raise education participation and improve training arrangements will require additional resources, some of which would be offset by present schemes and allowances. But for the rest, it needs to be recognised that Australia is not a high spender on education. The changes proposed would merely raise expenditure from 5.9 per cent of gross domestic product to 7.3 per cent - not an impossible task over a decade. Such a trend is consistent with the industrial trends implying greater employment opportunities in service industries such as finance, tourism and entertainment. The provision of educational, health and welfare services, though public funded, are part of these.

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KIRBY, M.D. 84/AB: 188

Education - On Hanging in There. Buntine Oration 1984, Australian College of Education Conference, Canberra. Sydney, NSW: The Australian Law Reform Commission, May 1984 [15p.: mimeo]

This paper is concerned with three main topics: raising education retention and participation rates in Australia; funding the education of the poor and disadvantaged; the State Aid debate. The paper begins by outlining Australia's low place among OECD countries in terms of education participation and supports recent Federal Government policies to increase education participation. It notes that the availability of student assistance has a marked effect on education participation and that such assistance has declined substantially over the years. Finally, it emphasises the need to improve quality in public schools to arrest the socially expensive shift towards fully-funded private education; to make sure the children of the poor (who are mainly in public schools) get a better deal in under-educated Australia.

Overall, the changes urged in the paper are: a rapid increase in the proportion of the population in full-time education; special attention to disadvantaged groups such as Aborigines, migrants, low income groups, women and handicapped people; an increase in education allowances for tertiary study; improving funding of the public school system where the overwhelming majority of disadvantaged young people get their education.

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MERRILEES, W.J. 84/AB: 189

Apprenticeship/Training and the Teenage Labour Market. Conference Paper No. 34. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, October 1983 [33p.]

This paper is concerned with past trends in and future prospects for vocational training, particularly trade training, for teenagers. The early sections of the paper provide background outlines of the trends in education/labour market participation of teenagers and in vocational training, indicating the decline in full-time and increase in part-time employment and the tendency to stay longer at school. In TAFE vocational training, there was between 1975 and 1980 a spectacular increase in enrolments both in the trades and non-trades areas.

Section 4 considers future trends in the demand for vocational training. It points out disparate trends in the past for teenage employment compared with adult employment (which indicates a specialised youth labour market) and the increase in apprentice intakes in 1975-80 at a time of declining demand for tradesmen (owing to particular factors such as Commonwealth subsidies). The future outlook for apprentices, however, is bleak; the 1982-83 intakes are down about 20 per cent and, in addition, thousands of apprentices are being thrown out of work **during** their apprenticeships. In the non-trades areas such as junior clerks, the data are inadequate as a basis for prediction of labour demand or of demand by teenagers for institutional training. However, given the levels of unemployment and the economic situation, future cohorts of teenagers face dismal prospects, particularly for training, unless there is effective government intervention. The paper identifies some possible forms of intervention which, together, might provide reasonably for the 100,000 'at risk' young people requiring training.

Section 5 discusses two of the intervention options which involve financial incentive to encourage young people, including unemployed teenagers, to attend TAFE full-time. In Section 6, the advantages of full-time institutional training compared with on-the-job training are argued. The optimum concept of a comprehensive training/employment/education policy is considered in Section 7, which emphasises the need for income support and for co-ordination so that education/training lead in a coherent way to employment-based training and thence to employment. A comprehensive policy of this kind would require an increase in financial resources to stimulate each of the three facets of education, training and employment.

Vocational training obviously has long-term benefits for the teenagers involved and, if directed at the disadvantaged, can increase chances of employment. There is also some evidence, however, from schemes such as the Special Youth Employment Training Program (SYETP), that there is also potential for increasing the stock of jobs available to young people.

The concluding Section 8 stresses again the need for action in this area. Sequential, structured TAFE courses, oriented towards specific job skills, but building on a general social skill base, and automatically linked to employment based programs, are a **minimal** policy to alleviate (and prevent) the scarring effects of unemployment on teenagers.

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VICTORIA. MINISTER OF EDUCATION 84/AB: 190

Ministerial Review of Post-Compulsory Schooling Discussion Paper. Issued by the Minister of Education for public information and discussion. Melbourne, Victoria: The Ministerial Review of Post-Compulsory Schooling, April 1984 [66p.]

This discussion paper has been prepared by the Review of Post-Compulsory Schooling (chaired by Jean Blackburn) as a basis for public discussion of the changes in post-compulsory education which are necessary to provide suitably for all young people in a democratic society at a new stage in its history. The Review was limited by its terms of reference to schooling in Years 11 and 12 and TAFE provision not associated with concurrent employment, such as Vocational and Tertiary Orientation Programs, the first year of Certificate courses and Transition courses. Though there are obvious problems in excluding other areas of education and training and in ignoring what happens before Year 11 in schooling, the provision which the Review deals with is of particular significance at the present time when there is increasing emphasis on retention and participation in education beyond the Year 10 barrier.

Social change and wider participation in education have made inappropriate the historical and highly artifical separation in education of the theoretical from the practical and applied. This separation has been reflected structurally in the division of education into academic (catering for the minority destined for tertiary studies) and technical (covering apprenticeships and technical/vocational studies). Despite efforts to change curriculum and accreditation in schooling, selection for tertiary entry still dominates purposes and approaches; while the technical system as a separate secondary system has largely lost its specific purpose. At the same time, levels of youth unemployment make urgent the need to provide adequately in education for the great majority of the post-compulsory age group so that all young people have at least the equivalent of Year 12 of schooling before entering the workforce or occupationally specific training. The value of this 'third phase of education', however, depends on the contribution which it can make to the development of knowledgeable, skilful and caring citizens; it requires radical changes in existing provision and it is incompatible with enforced retention of any kind designed merely to reduce the labour supply.

If learning is to become the socially preferred activity for 15-19 year-olds, one of the first requirements is financial support for students to encourage rather than discourage participation. It means also that education must be seen as neither vocationally specific nor as narrowly academic excluding and denigrating the practical. A general education will have its roots in the society and its activities, will relate theory and practice in a broadly vocational approach and will provide a firm basis on which specific skills can be acquired as necessary to meet the changing labour needs of a technological society as well as the needs of individuals faced with rapidly changing social patterns and demands. Such an approach to education does not imply any downgrading of the quality or expectations of education; rather it recognises that every endeavour has its own standards of excellence, and equally that every student has responsibility to strive to do as well as possible in each activity. To judge performance against the student's own previous achievement encourages the pursuit of excellence; to rank students in comparison with each other ensures failure for some.

These concepts of desirable educational change, discussed in Chapter 1, provide a context for more specific discussion of issues in subsequent chapters. Chapter 2 discusses participation in post-compulsory education and training in Victoria, including not only formal education in schools, TAFE and tertiary institutions but also other kinds of training undertaken in nursing, the police, business and apprenticeships. It notes also the fact that a great number of full-time students are also in part-time employment. It provides information on the post-compulsory education pathways in Victoria and the participation of students in the various school and TAFE options, and goes on to discuss factors influencing education participation such as social class, ethnicity, geographic location, gender, type of school and school curriculum.

Chapters 3-5 discuss the issues inherent in any attempt to provide worthwhile post-compulsory education for all. Chapter 3, dealing with curriculum, outlines the changes which have taken place since the 1960s in schools and TAFE, including the elimination of external examinations before Year 12; options for greater flexibility of curriculum within schools; the increasing popularity of TAFE. Nevertheless, post-compulsory schooling remains heavily focused on tertiary selection; for large numbers of students choice still means choice between schools and TAFE, between the academic and the vocational. The chapter goes on to discuss the implications for curriculum of adopting a broader approach to 'general education' providing for all student needs and emphasising mutuality and co-operation rather than competitive individualism.

In Chapter 4, credentialling issues are examined in terms, first, of the constraints imposed by the dominance of tertiary selection on the structures, content and approaches of schooling; and then of the need to find a balance between the task of tertiary selection which will, for many reasons, remain with schools and the provision of appropriate education for a wide range of students. Because the issues are complex and difficult to resolve, the design of a Year 12 credential adequate and appropriate for a wide range of purposes will need close investigation and, more importantly, the co-operation of a number of different institutions including TAFE.

The desirability of such co-operation across educational sectors raises the organisational issues dealt with in Chapter 7. The historical fragmentation of education, separate institutions with separate responsibilities, the widespread concepts of academic as distinct from and unrelated to practical learning - all these raise structural barriers to change. The chapter outlines some steps towards re-structuring which have been taken and mentions the limitations. It goes on to discuss the desirability of new structures to cater for post-compulsory education: new comprehensive institutions drawing on the strengths of both school and TAFE. These 'comprehensive upper secondary colleges', as envisaged in this chapter, would in curriculum, counselling and accreditation procedures, cater for the full range of student needs, developing eventually into 'some kind of all-age community college'. The Participation and Equity Program provides an opportunity to try out some examples of preferred new structures and to point the way to overcoming the obvious organisational obstacles presented by any attempts at major re-structuring.

Making a third phase of education beyond compulsion attractive to and purposeful for the great majority of a generation cannot be achieved without substantial changes in existing arrangements. The final Chapter 6

sums up the directions of change which emerge from previous discussion. In essence, the paper has envisaged, in the first instance, comprehensive post-Year 10 institutions bringing together Years 11 and 12 in schools and such TAFE provision as precedes employment and is not occupationally specific. Such institutions would provide a general education combining the theoretical and the practical, providing for some common learning but also for specialisation and offering a Year 12 credential which will minimise competitive pressures on learning while challenging the capacities of all students.

The paper concludes by inviting public discussion of and response to the issues raised. Tables and figures in the Appendix provide further detailed statistical information, and a final section provides some guidelines for those wishing to make response on the issues to the Review.

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MARCH, Milton E.* and Erwin MIKLOS** 84/AB: 191

Dynamics of Control over Educational Decisions. In The Alberta Journal of Educational Research, Vol. XXIX, No. 1, March 1983 [p.1-14]

With changing social circumstances there is a growing interest in the processes of education decision-making: in who should control or participate in such processes. This paper provides a factual basis for discussion of such issues by focusing on the actual processes of decision-making and control in four Canadian provinces: British Columbia, Alberta, Saskatchewan and Manitoba. It is based on the 178 responses to a questionnaire survey in 1980 of persons who served as school district superintendents or directors of education. The 117 items of the questionnaire covered eight areas, including finance/budgeting; capital and recurrent expenditures; curriculums, staff and pupil management; community relations. The paper briefly comments on relevant literature in the area and outlines the methodology.

The results are discussed in terms of changes in the degree and pattern of control between 1975 and 1980 and the factors influencing the changes. Overall, the results showed that, in the opinion of the respondents, changes had occurred in the five years and more were expected in the next five. Most noteworthy was the perception that more levels were exerting increased control over more decision items, but this decentralising trend represented greater influence by principals and teachers at the school level rather than a greater autonomy. Factors influencing change suggest both centralising and decentralising forces, the former being expected to increase in influence during 1980-85 as a result of economic and political climates of opinion and of departmental policy. It may be therefore that the influence of principals and teachers in decision-making will not increase substantially in the future.

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COLE, Peter and Chris REYNOLDS 84/AB: 192

Language, Learning and Curriculum.Perspectives on principles and practices. Occasional Paper No. 9. Melbourne, Victoria; Schools and Curriculum Unit, Victorian Institute of Secondary Education, March 1984 [15p.]

The concept of 'Language across the Curriculum' implies a responsibility for all teachers, not simply teachers of English, for increasing the language skills of their pupils. It implies also an integral relationship between language and learning. The problem is what to do about it in practical ways in the classroom; how to integrate language and learning into a workable teaching style; to establish clear connections between ideas about the role of language in teaching and learning and views about how schools and classrooms should be organised.

The paper begins by exploring some concepts of language, distinguishing language as negotiating meaning and learning as meaning which has been negotiated. Language development as an integral of the learning process needs to be seen as a function of a set of inter-related factors which include: school organisation; teachers' relationships with each other and with students; assessment policies and practices; teaching strategies and processes; content of school curriculum; the relationship of the school with its community. It identifies a package of six inter-dependent principles which should guide the structures, processes, content and outcomes of the school learning environment. These are: 1) students organised in mixed ability groupings; 2) a small group of teachers to spend time with small groups of students developing and executing this curriculum; a team planning and/or teaching approach emphasising the inter-relatedness of knowledge; flexible time-tabling arrangements; 3) learning as a co-operative rather than an individualistic or competitive endeavour and curriculum to challenge and foster the student's intellectual, personal and social skills; 4) curriculum content to address the controversial and contradictory elements inherent in and manifested by our culture; 5) assessment of students on mutually agreed goals for learning, non-competitive and non-graded; descriptive reporting techniques; 6) processes for involving parent and community groups in developing their understanding and concern for the activities of the school.

The paper goes on to discuss these principles, offering supportive arguments and indicating practical implications and directions. It argues that these principles and the propositions which flow from them represent serious starting points (or pre-conditions) for the development of curricula which provide fertile environments for language development. Not all teachers are 'teachers of English', but all teachers can be teachers who, within their own subject areas, are facilitators and promoters of language development.

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McLAREN, John, Joan KIRNER, Don ANDERSON, Helen PRAETZ and Simon MARGINSON 84/AB: 193

Education - Where From? Where To?. Labour Conference Proceedings 1983. Victorian Fabian Society Pamphlet No. 41. Melbourne, Victoria: Victorian Fabian Society (GPO Box 2707X, Melbourne 3001), 1984 [55p.: $2.00]

These papers are published as an important contribution to thinking on major issues in education in Australia. The broad aim of the papers is to assist the development of methods by which educational opportunity at all levels will be more widely and evenly distributed in the society, while maintaining a reasonable degree of diversity and freedom of choice and without reducing the system to control by the lowest common denominator. The titles of the papers indicate their focus.

John McLaren	*Education - The Socialist Agenda*
Joan Kirner	*Choice, Privilege and Equality - the Socialist Dilemma*
Don Anderson	*Inequalities in Access to Post-Secondary Education*
Helen Praetz	*The Contribution of the Catholic School on Post-Secondary Education*
Simon Marginson	*Re-assessing Karmel.*

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TASMANIA. EDUCATION DEPARTMENT 84/AB: 194

Staying On: Retention and Participation. In Panorama, Vol. 5, No. 1, April 1984 [p.4-31]

This issue includes a special report of a Conference on Retention and Participation, held in Hobart in December 1983. The various articles cover statistical information, certification, alternative courses, secondary colleges and the Participation and Equity Program.

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CARPENTER, P.G. and J.S. WESTERN 84/AB: 195#

On Leaving High School: The Early Attainments of Grade 12 School Leavers. A paper delivered to the Symposium on Longitudinal Research and Education at the 54th ANZAAS Congress, Canberra, May 1984. Ascot Vale, Victoria: Ascot Vale Campus, Mercy College, May 1984 [28p.: mimeo]

This is a further report on a Queensland longitudinal study described previously in these Abstracts (83, 125; 83/AB:24, 73). The aim of the study has been to investigate the transition from Year 12 of a sample of young people in Queensland, focusing on three basic questions: the degree to which such transition depends on the abilities and aspirations of individuals; the social psychological processes involved; the extent to which abilities and aspirations of individuals depend on their social and community backgrounds. Underlying the research is the theory that transition from school involves a complex interplay of sociological and psychological attributes. Possible influences include family social background, ethnicity, home location, ability, motivations and academic self-assessment, as well as the perceived influence of parents, teachers and peers. The paper outlines the design, sample and method of the study and goes on to discuss in some detail the results of various kinds of data analysis.

In sum, what has emerged in the study is that transition from school is conditioned by class, sex and geographical location - factors which operate generally via the intervening contingencies of the type of school attended; the impact of the perceived encouragement or models of parents, teachers and peers; one's own views of one's ability, career aspirations and orientations and, ultimately, academic achievement. Class and sex, especially, have been found to directly affect transition over and above the 'intervening contingencies' and there may also be interactive effects between class, sex and location.

For men, entrance to higher education represents 'the accumulation of advantage', leading young men with all the advantages of favoured family background, support and high aspirations to high status or at least white collar occupations and good incomes. For young women, the picture is not quite the same. Some upper middle class girls have aspired to higher education and performed well at school but have not taken up tertiary offers. Some working class girls have aspired to and persisted in higher education, having overcome the educational obstacles generally associated with their class background. Unfortunately for these, the occupations which bestow power and influence and for which higher education is a preparation are not readily available.

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POOLE, Millicent E.* 84/AB: 196

Realities and Constraints: Pathways for Female School Leavers. In Australian Journal of Social Issues, Vol. 19, No. 1, 1984 [p.43-59]

This article analyses the pathways open to female school leavers as they make the transition from school to work or to post-secondary education. The first two sections review the research evidence on the trends affecting women's choices and occupations since the 1950s, noting that the constraints of the 1950s-1960s appear to be operating still in the 1980s. The major trends in female employment are summarised, indicating clearly the gap between potential and actual achievement in Australia. These trends form the real circumstances of female school leavers entering the workforce.

The following sections examine in more detail the statistical indications of female school leaver destinations in terms of occupational destinations (1970-76 compared with 1960-69); post-secondary education (full-time and part-time, 1974-81); employment status. In each category, both opportunities and outcomes display the traditional sex stereotyped differentiations. Even where administrative and other such barriers have been reduced or eliminated, societal and individual attitudes remain as effective constraints. Discussing these sex-divided pathways, the paper identifies a number of reasons: sex role socialisation; value orientations; opportunity structure and discriminatory practices. The equalisation of the opportunity structure for female leavers remains an important social need.

* Associate Professor of Education, Macquarie University, NSW

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MILLMAN, Val* 84/Ab: 197

Are Girls Getting a Raw Deal? In Where to Find Out More About Education. No. 195, February 1984 [p.20-25]

Although employment among 16 year olds in the U.K. has risen at roughly the same rate for both sexes since 1973, boys are more likely than girls to have jobs, while girls are likely to stay on at school or college or retreat into the home to help with domestic work or become young mothers. For those girls who do find work when they leave school, it will be four times harder than for boys to obtain release from their employers for part-time study. Many of them will be working in small firms where there is no promotion structure and no union organisation to negotiate higher rates of pay or better working conditions. These girls will be working in a narrow range of occupations which pay women, on average,

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65 per cent of the wages of their male counterparts. A survey carried out by the Inner London Education Authority (ILEA) of the job destinations of school leavers in 1981 confirmed that,

> Despite unemployment, boys are still going into a wider variety of occupations, many of which will include training, whereas one-third of the girls have gone into shopwork, and one-third into office and clerical work, and few of their jobs will offer any training ....

Schools so far have had little success in preventing girls from relegating themselves to these backwaters of the labour market, despite co-education. The article goes on to discuss the reasons for the slowness of change in attitudes, covering the self-selection processes which segregate boys and girls in subject choice; the overwhelming proportion of teacher attention (75 per cent) directed to boys in mixed classes; the impact of the hidden curriculum.

The article goes on to discuss ways in which schools can respond and are responding to the problem: questioning their own classroom practices; redesigning curricula; investigating inequalities; canvassing support from Local Education Authorities; establishing local and wider networks. The article argues the need for central co-ordination and funding for work to increase equal opportunity and concludes with a review of European initiatives.

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BALLENDEN, Clarice

84/AB: 198

Facing the Future: Careers and Girls. Occasional Paper No. 10. Melbourne, Victoria: Transition Policy Unit, Victorian Institute of Secondary Education, March 1984 [12p.]

This paper sets out to assess the extent to which young people are aware of and influenced by the social changes of recent years which have altered the lives and roles of women in the family and the society. Contraception and new technology have combined to give women greater opportunity for leisure or work outside the home. At the same time, there are countervailing pressures: the idealised mother/housewife/consumer role consistently presented by the media; the increased responsibilities brought about by erosion of marriage and the sole care of children; limited and relatively poorly paid opportunities for work in a narrow range of occupations; lack of promotion opportunities. These pressures reinforce the prevailing attitudes of society which socialise girls into passive supportive roles and encourage them to underrate themselves and their capacities. The paper goes on to review the research which indicates the extent of the influence exerted by the social culture and the family on women's attitudes and the conflict which exists between traditional and modern roles for women.

The second section of the paper looks at the experience of schooling

for girls, pointing out that the school, rather than countering the influences of culture and family, in fact reinforces these same traditional attitudes and behaviours. Reviewing research into the school experience of girls, the paper describes the effects of the curriculum (overt and hidden) and of classroom attitudes and priorities - many of which tend to discourage girls from choosing subjects in mathematics/science and from competing effectively with boys in non-traditional areas. The educational segregation is then continued into occupational choice and work opportunities. The paper argues for a schooling policy and practice which will value and cater for all groups equally.

Strategies for change are discussed in the third section of the paper, covering the 'inclusive curriculum' advocated by Blackburn (A78); women's studies and future studies; role models, single sex classrooms. The paper recognises the important role of parents in changing attitudes and urges their involvement in any process of curriculum reform. It is necessary also for government and employers to give women opportunities and support needed for participation in the workforce. Once girls can face a future in which their contributions to society are genuinely valued they will no longer need to escape into unrealistic romantic dreams, but will be able to take their place in a caring, sharing world.

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. RUTTER, Viki 84/AB: 199

Girls and Physical Education. In Queensland Teachers' Union Professional Magazine [p.2-5]

. RYAN, Susan

Equal Opportunity ... On the Sportsfield. (As above) [p.6-7]

These two articles discuss sexism in sport as it affects girls and their education. They cover the historical development of attitudes which discriminate against girls; the role of the school in perpetuating stereotyped attitudes and government policies to overcome some of the problems of sexism.

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SOUTH AUSTRALIA. DEPARTMENT OF EDUCATION AND SCHOOL OF EDUCATION, FLINDERS UNIVERSITY 84/AB: 200#

The Aboriginal Post-Primary Education Project. A Description of the Project. Adelaide, S.A., March 1984 [4p.]

INSTITUTION As above (Project Officer: Mr Paul Edwards, School of Education, Flinders University)

TIME [illegible] - 1985; ongoing

PLACE South Australia and National

The Aboriginal Post-Primary Education Project developed out of a suggestion by the Attendance Officers of the S.A. Education Department that the situation of Aboriginal students in post-primary education be studied in depth. The study is intended to provide accurate data on which to base attempts to improve post-primary retention rates of Aboriginal chidren and promote equity between Aboriginal and non-Aboriginal children in S.A. educational institutions. The Education Department of S.A. and the School of Education, Flinders University, will carry out a combined program of research and development. The project has been designed to provide an in-built component to apply the results of the project systematically to a representative range of educational environments, to bring about direct improvement of the situation being studied.

The project has two major phases: the research phase will take place during 1984 and the development phase, during which the research findings will be applied, will take place in 1985 and subsequent years. In the research phase case-studies will be made of situations identified around Australia where Aboriginal students and their communities are satisfied with their experience of post-primary study; interviews will be held with people around Australia who have considerable experience of post-primary Aboriginal education; literature which describes and illuminates post-primary Aboriginal education will be collected and reviewed.

In the first part of the development phase, the results of the research phase will be prepared and synthesised to present to a general audience of interested people and to a particular audience of key people from 10 S.A. post-primary institutions selected to take part in an action-research program. The second stage of the development phase will involve initiating, supporting and monitoring ten developmental experiments in ten selected post-primary situations in South Australia. The project, which is being run in close co-operation with the S.A. Aboriginal Education Consultative Committee, is located at the School of Education, Flinders University, Adelaide, S.A.

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QUEENSLAND. BOARD OF TEACHER EDUCATION 84/AB: 201

The Education of Young Adolescents. Implications for Schooling and Teacher Education. Toowong, Queensland: Board of Teacher Education, March 1984 [46p.]

This is the report of a seminar held in Brisbane in June 1983 to discuss the issues involved in the preparation of teachers to teach students in the early years of adolescence. Teacher educators, teachers, parents and principals participated in the seminar. This report comprises three main papers given at the seminar together with an account of the discussion following the papers and the recommendations of the seminar. The papers included in the report are

M. Bella	*Schooling for Early Adolescents: A Review of the Literature*
C. Power	*Meeting the Needs of Children in the Early Adolescent Years*
J. Manning	*Teacher Education and the Middle School.*

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WESTERN AUSTRALIAN COUNCIL FOR SPECIAL EDUCATION 84/AB: 202

The Education of Children with Specific Reading Disabilities in Western Australia. Report to the Minister for Education. Perth, W.A.: Churchlands Campus, W.A. College of Advanced Education, March 1984 [127p.]

Surveys conducted by the Research Branch of the Education Department of Western Australia (see, for example, 84/AB:67) produced results suggesting a one to three per cent incidence level for children who had severe reading difficulties and who needed service provision outside regular classrooms. Mild or moderate levels of disability are more prevalent reaching 30-40 per cent, but the most common level ranges between 10 and 15 per cent. This report to the Minister concentrates on those with severe reading difficulties but gives some attention to those with lesser degrees of disability. It estimates that, of the 168,739 children in primary schools, some 5,062 (3 per cent) may have severe reading disabilities; a further 2,736 secondary school students may be similarly handicapped. The disabilities include developmental dyslexia, dyslexia, learning disability, specific language difficulty (SLD), specific learning disability, specific reading disability. These are defined in the introduction.

Chapter 2 of the report reviews the teaching of remedial reading in primary and secondary schools in W.A. A detailed discussion of definitions of reading and learning disabilities is contained in Chapter 3. Chapter 4 reviews the identification of students who show evidence of severe reading disabilities, and discusses early identification, evaluation, diagnosis and assessment. The concluding Chapter 5 makes some further general comments and lists the specific recommendations of the report.

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EDGAR, Don and Frank MAAS 84/AB: 203#

Adolescent Competence, Leaving Home and Changing Family Patterns. Paper prepared for XXth International Seminar on Social Change and Family Policies: Melbourne, 19-2(August 1984. Melbourne, Victoria: Institute of Family Studies, June 1984 [71p.]

The process of becoming independent is an important one for young people, for their families and for the society as a whole. This paper attempts to identify some of the important components in the process and suggests worthwhile policy objectives in making the process a successful one. It begins by outlining the Competence Model of Youth Transition, involving two broad forms of competence: 'equipment for competence' (the skills and capacities to control life situations within the society); 'the competent self' (the sense of control which enables the individual to act independently in the service of his/her own goals, motives and values). The first of these varies with location in the social structure (family background, sex, language style/skills) which affects life chances. Opportunity also varies with social and economic circumstances, and the paper goes on to outline the changing social context of youth transition, including unemployment and changing family patterns, which produce a confused and uncertain social environment.

The development of 'the competent self' involves the development of self-esteem and confidence. This, though not fully pre-determined, is strongly influenced by the factors making up 'equipment for competence', and is demonstrated by success or failure in three socially important processes: education, occupation, personal relationships (love). The paper discusses these processes as they are currently affecting young people, particularly those disadvantaged in their 'equipment for competence'.

The next section of the paper, Changing Patterns of Leaving Home in Australia, reports some of the preliminary findings of the 1981 survey of over 2,000 young people conducted as part of the Family Formation Study (84/AB: 34#). The analysis indicates a new emerging stage in transition to young adulthood: 'a stage of independence between living with the parents and becoming married to begin a new family'. The discussion deals with age and process of leaving home; changing reasons; accommodation; relationship with early school leaving; youth-parent relationships; de facto marriage arrangements.

The paper shows that the critical contexts within which young people acquire independence (education, work, family relationships) are all in a state of flux, making for a confusion and uncertainty which are reflected in the young people themselves, their attitudes and behaviours. It is this environment of uncertainty and lack of opportunity that public policies must address. The paper concludes by outlining recent government approaches to policies for young people: labour market programs and the Participation and Equity Program (PEP). It argues for radical changes in the patterns, structures and directives of education, underpinned by adequate income support policies and accommodation provisions. Policies are required which enable young people to establish a more settled pattern of independent living after they leave the parental home.

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EDWARDS, Meredith 84/AB: 204

Youth Allowances: Incentive and Reform Issues. Paper presented to the 54th ANZAAS Congress, Canberra, May 1984. Canberra: Office of Youth Affairs, Department of Education and Youth Affairs, May 1984 [36p.: mimeo]

Australia's income support arrangements have come under increasing scrutiny lately, reflecting a growing concern about high levels of youth unemployment and low levels of full-time school participation. It is of particular concern that, with low school retention rates, the skills and abilities of young people are being inadequately developed - to the detriment of the young themselves and of the human resources and productive capacities of the society. In part, the low participation in education may be due to the disincentive effects of present income support provisions which, among other inequalities, provide significantly lower rates for education allowances than for unemployment benefits. This is one aspect of a wider debate about the structures and conditions of an income support scheme for young people, in which many people argue for a single universal youth allowance. This paper sets out to explore the relationship between education participation and financial incentives, and to assess the concept of a single universal youth allowance as a possible direction for future policy.

Section 2 of the paper, The Payment Structure, illustrates the complexity of the youth income support structure by showing some of the education, employment and income support choices open to young people from the thirty-seven different forms of government income support payments available to them or their families. These differ considerably in levels, eligibility conditions, recipients of the payment (families or young people) and other conditions. Discussion and tables indicate the extent to which choice of activity affects income support payable.

Section 3 reviews the available Australian evidence on the relationship between education participation and financial incentive and attempts to explain why that evidence is conflicting. Pointing out the dearth of Australian studies, particularly from economists, on factors affecting education participation, the paper summarises the findings of studies on the decisions to leave school, to participate in tertiary education, to withdraw. The evidence on the importance of financial considerations in decisions to participate in education is conflicting. To some extent, this reflects the differing conceptual frameworks of economists and of those engaged in social/psychological research, but other factors may also be responsible, such as the difficulties inherent in disentangling closely related variables (family income, parent and student attitudes to education, father's occupation). The section goes on to discuss the several disincentive effects on education participation created by the present structure of payments which could be reducing levels of participation. These include payment relativities and some conditions attaching to allowances. The distorting effects of the present arrangements argue for a system of payments which would be more consistent and at least neutral in impact.

The proposal to pay a single universal youth allowance is scrutinised in Section 4, which reviews some of the proposals made. Among the difficulties of instituting such an allowance, the paper identifies cost

($1.5 billion for allowances at unemployment benefit level over and above present costs if paid to 15-19 year olds); the question **whether taxpayers would be willing to subsidise such an allowance** irrespective of parent income or young person's willingness to work; the associated possible **disincentive to work; the claims of other groups** to similar support; **the inequalities** attendant on a flat-rate subsidy which takes no account of differing need. Given these difficulties, the paper goes on to outline some alternatives which are not inconsistent with the longer term goal of a youth allowance but, while less expensive, would rationalise or simplify the current complex array of payments as well as encourage greater education participation (see also 84/AB:83, 84).

In the concluding Section 5, the paper emphasises the need for further research, identifying a number of specific areas where little is known. It also argues the need for debate on reform to concentrate on specific measures within a framework of reform which is consistent with longer term goals and which operate to reduce the present complexity and negative effects of government allowances.

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AUSTRALIA. YOUTH AFFAIRS COUNCIL OF AUSTRALIA 84/AB: 205

Income Support for Young People: Priorities. An initial report, including a response to a discussion paper on this topic prepared by the Commonwealth Office of Youth Affairs and the Social Welfare Policy Secretariat of the Department of Social Security. St Kilda South, Victoria: YACA, April 1984 [28p.]

Drawing on the wide consultation with young people undertaken in 1983, this report examines the question of income support. It indicates changing social circumstances which are reflected in the expectations and desires of many young people that they should be financially independent. To meet their basic economic needs, YACA advocates a comprehensive system of income security which will be simple to understand and administer and will minimise inequalities. Eight specific principles for such a scheme are listed and discussed: restructuring for or towards a form of universal allowance; vertical and horizontal equity; decreased complexity; increased independence; increased adequacy; income regardless of age; universality; income regardless of activity. Underpinning these is the right of all young people to a reasonable income regardless of activity. The radical changes implied in these principles cannot be rushed, but such incremental change as is undertaken must be consistdent with long-term goals and not simply expedient.

The paper goes on to comment on the Commonwealth discussion paper, Income Support for Young People (84/AB:83), expressing appreciation of the paper as a basis for wide public discussion, but indicating some concern with the content. These concerns are: that the focus of the report is almost entirely on education allowances; that young people are treated differently according to age; that the options presented do not seem to lead to a fair and equitable system of youth allowances. A discussion of the principles behind the Commonwealth paper indicates some considerable

inconsistency with the principles outlined by YACA. The options presented in the Commonwealth paper are discussed in some detail in Section 7 of this paper, indicating which would be supported and which questioned.

In conclusion, the paper lists four priorities in an incremental process towards a comprehensive youth allowance: to extend eligibility for all payments to 15 year olds (and to those who leave school earlier on special exemption); to bring the level of unemployment benefits (UB) for under 18 year olds up to the adult level; to increase TEAS (Tertiary Education Allowance Scheme) to the level of UB; to direct income support to the individual (implying income testing of the individual and not of parents or spouse). Other necessary changes include making UB and education allowances consistent; allowing full-time study on UB; abolishing the six-week waiting period for U.B. for school leavers; abolishing the waiting period for those who have become 'voluntarily' unemployed; abolishing the work test for UB; indexing automatically all pensions, benefits and allowances.

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PARKINSON, Cassandra 84/AB: 206

Response to Income Support for Young People. Discussion Paper prepared by the Office of Youth Affairs and the Social Welfare Policy Secretariat. Canberra: The Australian Teachers' Federation, 1984 [20p.: mimeo]

This response to the Departmental discussion paper on Income Support for Young People (84/AB:83) is based on and extends the Youth Policy of the Australian Teachers' Federation (ATF). It welcomes the discussion paper as an important first step in developing a coherent financial support system for young people and in extending the debate on income support on an informed basis, but argues the need to see income support in the context of a comprehensive youth policy. Income support arrangements themselves raise such wider issues, including taxation reform, discrepancies between adult and junior wages, the needs of older people, the costs of increased participation for educational institutions, and indexation. These issues are briefly discussed in Section 2 of the paper.

Section 3 argues that a major feature of a comprehensive youth policy should be a youth guarantee which would remove anomalies among financial support schemes and ensure the adequacy of education, training and employment opportunities for young people. The implications of these two objectives are spelt out. Section 4 focuses on a Universal Youth Allowance arguing that this was not sufficiently considered in the Discussion paper. It was rejected for five main reasons. These are discussed and questioned in this paper. The section goes on to affirm ATF support for a uniform set of allowances leading to a universal youth allowance (possibly phased in), and provides arguments for the policy.

The ATF supports a two-tiered universal allowance payable directly

to young people aged 15 and over. The bottom tier of the allowance would be payable to all young people, and the top tier would form a means-tested component phased from parental to personal income. From the age of 18, the allowance would be subject to personal income-testing only. Increases in the basic allowance would vary as the ratio of personal to parental income-testing changed. Thus, the growing independence of young people would be recognised. Young people whose personal income remained static would, therefore, receive maximum increases to basic payments each year. This outlined proposal is amplified in the section.

Section 5 affirms support for the principles laid down in the Discussion Paper. Section 6 deals with some of the issues raised: complexity, adequacy, equity, incentives, dependency, administrative considerations, criteria for the receipt of a living-away-from-home allowance, method of payment, morale. In Section 7, the paper presents a detailed program for achieving a uniform system. Though none of the options of the Discussion Paper - either singly or in combination - meet the objectives of the ATF proposal, some of them could be combined with additional steps which move towards uniformity and decreased complexity; remove disincentives; increase levels of payments; take account of the needs of special groups; recognise the independence of young people; consider the needs of people aged 25 and more.

The paper argues for a program of reform in clearly articulated stages, beginning with a raising of the education allowance to the level of unemployment benefits (UB). It is envisaged that major changes would be phased in over three budgets: 1984, 1985, 1986.

The sequential steps are detailed in Section 7. The final Section 8 provides a summary of the major recommendations.

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